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ABSTRACT

This committee report represents almost a year of study of the various issues relating to the structure and organization of the constitutionally mandated board of education in Illinois. The committee's 31 recommendations are based on solicited expert testimony and a series of background and position papers. In addition, a highly detailed questionnaire, distributed to more than 50 organizations or individuals known to have an interest in the subject, was a resource. A list of resources appears in the appendix. Following the introduction is a summary of recommendations and a historical summary of educational governance in Illinois. The remainder of the report separates the recommendations into subject sections and presents the committee's rationale in making the recommendations. The sections are scope of authority; powers and duties; chief state educational officer, state department of education, and staff services; selection of state board members; and mechanics of operation and procedural issues. (Author/MLF)

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A State Board of Education for Illinois

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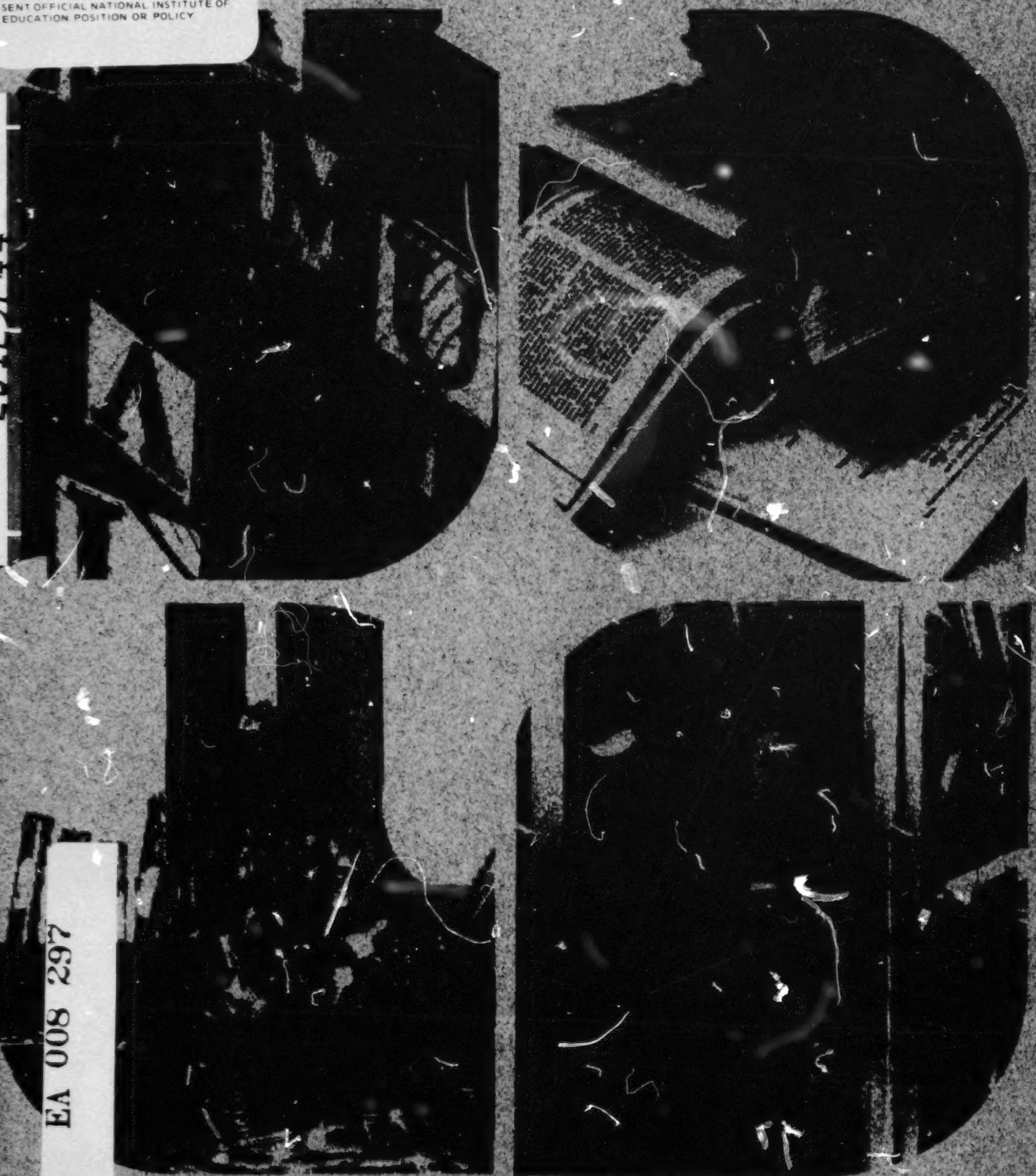
The Report of the Committee on School Governance
Governor's Commission on Schools
February, 1973



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MEMORANDA OF COMMENT, RESERVATION OR DISSENT

Mrs. Ruth Grobe

RE: Scope of Authority

As a representative of the Illinois Congress of Parents and Teachers, my vote on all recommendations was necessarily predicated on our organizational position. The position of the Illinois Congress of Parents and Teachers is that the authority of the new Board be limited to early childhood education through grade twelve.

Mrs. Ruth Grobe

RE: Selection of Board Members

The Illinois Congress of Parents and Teachers supports the recommendation that ". . . enabling legislation will require that the Governor appoint a Board which is broadly representative of the State's population." However, in accordance with its position, the Illinois Congress of Parents and Teachers urges that any enabling legislation, in spelling out "broadly representative", require that broad membership be limited to people who are not professional educators, administrators, local school board members, or elected or appointed public officials.

Mr. W. Dwight Knaus

RE: Selection of Board Members

As a representative of the Illinois Education Association, I wish to register a dissenting opinion with regard to the selection of State Board members. I was one of the "no" votes to the motion to appoint (yes–6; no–3), and I did advocate a totally elected board to the Committee.

The Illinois Education Association believes that the members of the State Board of Education should be elected on a non-partisan ballot concurrently with school board elections. We argue that members of the State Board should be close to the electorate in order to represent them in making education policies for the State of Illinois. Members should have the highest prestige possible and the people they represent are the ones to give it to them. If good people run for election, good people will be elected.

Dr. Michael J. Bakalis

RE: Selection of Board Members

At a time when the public is restive about the outcomes and spiralling costs of education, the public should have direct involvement in the development and implementation of statewide educational policy. Such involvement is best achieved by a State Board on which a majority of members are popularly elected on a regional basis. I believe that State Board members must be held directly accountable to the people of Illinois for their performance. Unless a substantial number of Board members are elected, the distance separating the public from the Board will make such accountability very difficult. The election of members will also serve to heighten public concern and interest in the enormous challenges facing Illinois education. I am hopeful that a way can be found to elect most members while allowing the Governor to appoint (with the advice and consent of the Senate) a lesser number of members for purposes of insuring that the State Board is broadly representative and reflective of our diverse population. For these reasons, I strongly recommend a partially elected–partially appointed State Board of Education.

Mrs. Ruth Grobe

RE: Compensation to Board Members

The Illinois Congress of Parents and Teachers position is that members willing to serve without pay because of a deep and abiding interest in improving education in Illinois can be appointed. Reimbursement for actual and necessary expenses involved in such service should be made.

THE REPORT OF

THE COMMITTEE ON SCHOOL GOVERNANCE

GOVERNOR'S COMMISSION ON SCHOOLS

February, 1973

State of Illinois
Office of the Superintendent of Public Instruction
Springfield, Illinois 62706

Michael J. Bakalis
Superintendent

February, 1973

The Honorable Dan Walker
Governor
State of Illinois
State House
Springfield, Illinois 62706

Dear Governor Walker:

In early 1972, Governor Richard B. Ogilvie created by executive order the Governor's Commission on Schools. A copy of Executive Order No. 1 is reproduced on the following page. One of the constituent task forces of the Commission was the Task Force on School Structure and Organization.

A subcommittee of the Task Force, the Committee on School Governance, has for almost a year studied the various issues relating to the structure and organization of the constitutionally mandated State Board of Education. On behalf of the Committee, I am pleased to submit to you and to members of the General Assembly this final report.

I believe it is significant that the underlying principles of these proposals were accepted overwhelmingly. While Committee members did not unanimously endorse every recommendation, this report represents a very substantial Committee concensus.

As the Commission's vice-chairman, I wish to express my personal appreciation and gratitude to those citizens, particularly to the members of this Committee, who generously contributed to the preparation of this report.

The Committee on School Governance believes that its proposals, if substantially enacted by the General Assembly, will provide Illinois with a useful and sensible vehicle for achieving new levels of educational excellence, economy, and leadership. It is hoped that these recommendations will be carefully weighed and accorded the thoughtful consideration they deserve.

Sincerely yours,

Michael J. Bakalis

Michael J. Bakalis
Vice-Chairman
Governor's Commission on Schools

EXECUTIVE ORDER

WHEREAS:

The financing of the schools has become the pivotal question around which the future of state-local taxation hinges for the next several years. The traditional reliance on the local property tax has been shifting in recent years. Recent developments in the courts have accelerated the necessity of moving toward change in property tax burdens, equalization of school funding, and the consequent increase in sharing of the cost of education by other tax sources.

The public has become troubled at the inability to accurately assess the performance of our schools and the seeming unresponsiveness of educators to standards of accountability. Moreover, when evaluations are made, they seem to lead to a discouraging conclusion of lower learning levels in basic reading and mathematics, increased dropouts and a general deterioration of academic achievements.

The business practices of a multi-billion dollar enterprise in this state are archaic, fragmented and in need of modern management principles. Reports of instances of gross mismanagement are too frequent. At a time of severe shortage of public funds for education, the record of performance for those dollars is unsatisfactory. The portion of the education dollar used for nonteaching purposes is too great.

The organization of education in Illinois is confused and unnecessarily complex. Each new layer has been added to the past rather than replacing others. The new Constitution calls for a State Board of Education and new tasks for the Chief School Officer. The historic changes of the 40's and 50's in consolidation and the dual districts differential funding may have served as innovative reforms at that time, but today serious reevaluations must be made about the needs of the 70's and 80's. A new definition and structuring of the balance between state authority and local control must be achieved in terms of principle as well as in specific instances or events.

NOW THEREFORE:

By virtue of powers vested in me as Governor of the State of Illinois, I do issue this Executive Order creating a Commission on Schools to examine and review the operations and financing of our schools and educational system.

The Commission shall operate through four working Task Forces:

Finance
Organization and Structure
Classroom Quality
Business Management Practices

The Governor of the State of Illinois shall serve as Chairman of the Commission and the Superintendent of Public Instruction of the State of Illinois shall serve as Vice-Chairman. The Governor shall appoint the Chairman of each Task Force who will be full members of the Commission along with such other legislative and citizen members as the Governor may designate.

Dated at Springfield, Illinois this 12th day of January, 1972.

Richard B. Ogilvie, Governor

GOVERNOR'S COMMISSION ON SCHOOLS

COMMITTEE ON SCHOOL GOVERNANCE

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Superintendent of Public Instruction
Chairman

Dr. James Holderman
Executive Director
State Board of Higher Education
Coordinator

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Student, School Newspaper Editor
Largest Secondary District, Arlington Heights, Illinois

Mr. Edward Epstein
President
Illinois Association of School Boards

Mrs. Ruth Grobe
Illinois Congress of Parents and Teachers

Mr. Lonnie J. Johns
Executive Director
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Mr. W. Dwight Knous
Illinois Education Association

Mr. Norman Madore
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In January of 1972, Governor Richard B. Ogilvie announced the establishment of the Governor's Commission on Education. Dr. Michael J. Bakalis, the State Superintendent of Public Instruction, was invited to serve as the Commission's vice-chairman. The Commission was comprised of three task forces, each of which was to focus on one of the following matters: School Finance, School Business and Management Practices, and School Structure and Organization.

The Task Force on School Structure and Organization convened in Chicago on March 19, 1972, to organize and to define its mission. The Task Force is comprised of representatives of the general public, business community, organized labor, teacher associations, school administrators, boards of education, parent-teacher associations, the General Assembly, Board of Higher Education, and the Office of the Superintendent of Public Instruction.

Because of the vastness of the subject matter involved and the need to report the findings of the Task Force by early 1973, a decision was made to divide the Task Force into two subcommittees. One subcommittee was to consider questions relating to educational governance. The second subcommittee was to consider the question of school district reorganization. Statewide educational governance is the subject of this report.

This report does not discuss decentralization, school board responsibilities and selection processes, the future of educational service regions, or the expanding role of parents, students, and teachers in the educational decision-making process. The Committee on School Governance believes these matters are deserving of study and resolution. However, the constraints of limited time and resources have compelled the Committee to restrict severely its investigation of problems relating to school governance. The Committee, therefore, chose to study and to formulate recommendations regarding the constitutionally mandated State Board of Education. The manner in which public education will be governed at the State level beginning in 1975 is unquestionably the most pressing issue on the agenda of governance-related problems.

Article X, Section 2 of the 1970 Illinois Constitution provides:

There is created a State Board of Education to be elected or selected on a regional basis. The number of members, their qualifications, terms of office and manner of election or selection shall be provided by law. The Board, except as limited by law, may establish goals, determine policies, provide for planning and evaluating education programs and recommend financing. The Board shall have such other duties and powers as provided by law.

The State Board of Education shall appoint a chief state educational officer.

The ultimate determination of the State Board's authority, structure and powers and duties will be made by the General Assembly. The Committee on School Governance has sought to weigh the many options available to the General Assembly, and, based on its findings, respectfully submits its recommendations to the Governor and the General Assembly for their consideration.

Before summarizing those recommendations, it should be noted that the Committee has discovered that fashioning a statewide structure for the governance of education is more complex than originally anticipated. The creation of the State Board of Education represents an historical, perhaps a rare, opportunity to influence for good the future of Illinois

education. That opportunity may be easily and irretrievably lost unless all the options available to Illinois are carefully weighed. There is an impulse to recommend what is easy or only what one perceives is possible. For example, the 1966 Task Force on Education recommended the establishment of a State Board. However, there is no evidence in the report entitled **Education for the Future of Illinois** that the Task Force considered the possibility of a State Board having responsibility over all levels of education. Such an approach, of course, is clearly permissible under the 1970 Constitution and, thus, is deserving of consideration.

Over a ten-month period, the Committee on School Governance has become mindful of the dangers inherent in trying to apply easy answers to difficult questions. The experiences of other states in this regard do not inspire confidence. Too many states have hastily created boards of education without first considering the consequences of their actions. Therefore, in formulating a proposal, the Committee has had two overriding objectives. First, it has assiduously tried to avoid repeating the mistakes made elsewhere. Second, it has attempted to formulate recommendations, which if accepted by the General Assembly, would result in a State Board which was sufficiently flexible and responsive so as to meet the largely unforeseen educational needs of Illinois not only in 1975, but 50, 75, or 100 years from now.

In its report to the Constitutional Convention, the Committee on Education expressed the belief that implementation of its recommendations would yield certain outcomes and benefits for Illinois education. The same outcomes, in the Committee's view, are attainable under its proposal, namely, the establishment of a State Board which would:

1. insure effective supervision of the State's educational enterprise by the joint efforts of a group of qualified citizens, board members and administrators;

2. facilitate planning to strengthen the educational system;

3. promote continuity in the efforts to achieve educational goals by providing for a system of overlapping terms for board members;

4. provide the public with a responsible body to which it can communicate its educational concerns;

5. provide the Governor and the General Assembly with considered recommendations for better organizing, supervision, evaluating, and financing education in the State and for achieving long-range educational goals;

6. provide for continuing research into the effectiveness of various efforts put into education;

7. coordinate the many diverse programs and agencies involved in State and Federal efforts to improve education;

8. permit the selection of the Chief State Educational Officer who would devote full time to his professional duties.

The Committee believes that its proposals amply satisfy the above criteria.

The Committee's recommendation will also permit the State Board of Education to play an important leadership role. The historical regulatory role of state agencies has been well

understood in most quarters. However, the leadership role has less common understanding. During the decade of the 1970's and beyond, the significance of a state agency providing leadership and services needed for improvement of education will become crucial. However, it is obvious that such a role for a central state agency has neither common understanding nor acceptance.

Hansen and Jesser have pointed to the need for dealing with certain basic questions centering on the issue of state agency leadership.

A rather fundamental dilemma relating to the concepts of power and authority often confronts people--and especially educators--who are concerned with leadership. Can a person be a leader without having power and authority? Conversely, does the existence of power and authority necessarily result in bona fide leadership?*

These are the difficult questions which the State Board must wrestle with and resolve if it is to become a dynamic force in federal, state, and local cooperation for educational improvement.

Hansen and Morphet have outlined several factors which are positive forces in institutionalizing the leadership function of a State Board of Education.

The increasing number of people who have begun to understand that the mere establishment of standards and detailed regulations (that often are unrealistic in the light of emerging needs) for aspects such as the curriculum or certification is almost meaningless and may tend to discourage needed improvements in education;

The increasing demands that the provisions for education be modified continuously to meet the needs of a rapidly changing society;

The rapidly growing recognition that changes in education can and should be planned on the basis of careful statewide studies of existing and emerging problems, inadequacies, and inequities--rather than made on a piecemeal basis primarily as a response to the efforts of special interest or pressure groups, or to a "crisis situation" that may have constituted an unrecognized obstacle to progress for many years;

The development of new federal programs and the provision of additional federal funds designed to help state agencies and local school systems to plan for effecting needed changes and to evaluate progress; and

A strong demand by increasing numbers of lay citizens and educators for better ways of measuring performances and progress in improving education in each state and the recognition that this will be possible only when the state education agency is headed by an unusually competent leader and staffed by highly qualified personnel.**

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* Kenneth Hansen and David Jesser, "Society, Education, and State Education Agencies" **Emerging State Responsibilities for Education**, Denver: Improving State Leadership in Education, 1970, p. 20.

** Kenneth Hansen and Edgar Morphet, "State Organization for Education" **Emerging State Responsibilities for Education**. Denver: Improving State Leadership in Education, 1970, pp. 43-44.

In the Committee's view, the leadership role cannot be expected to happen automatically. For there are significant forces and traditions which can ***prevent*** a State Board from assuming a vigorous posture in bringing about educational improvement. Many would prefer a weak State Board--largely because they fear a strong State Board would merely issue additional regulations and controls. The implication here is clear. The State Board and State Department of Education must develop policy and function in such a way that they assist in the strengthening of local capabilities for educational improvements. Another powerful force which must be overcome is the tendency of state agencies and boards to become isolated from the needs of the clients which they serve. The implication here is that the State Board will need to invest considerable staff effort in creating and maintaining mechanisms for public participation in educational planning. If such mechanisms are not created and used, the State Board could find deep opposition to its policies and programs.

The role of the State Board of the future must be to stimulate, to encourage, and even at times to threaten. But in performing its role, it must keep one goal in mind--the renewal and strengthening of local institutions and their capabilities for bringing about equality of educational opportunity and effecting needed educational improvements. The establishment of a State Board, as envisioned in this report, could provide this kind of leadership--and that perhaps is the proposal's most promising quality.

A concluding note regarding the Committee's method of studying this matter is in order. The Committee's approach was determined in large measure by the vagueness and ambiguity of the Constitution. Article X leaves unanswered most of the crucial questions. It is silent on the method by which Board members are to be selected or elected. Neither the scope of the Board's authority relative to higher education, vocational education, and private education is specified, nor are the Board's powers and duties. The relationship of the Board to the Governor, General Assembly, School Problems Commission, educational service regions, Board of Higher Education, and other educational agencies, both public and private, is not defined. And Article X is equally silent on the methods and procedures under which the Board is to operate.

In order to deal with these and other unresolved issues the Committee solicited expert testimony and had prepared for its use a series of background and position papers. In addition, the profile of a highly detailed questionnaire, distributed to more than fifty organizations or individuals known to have an interest in the subject, was a valuable resource. The survey, however, was not the principal determinant of the Committee's conclusion. A list of sources appears in the appendix of this report.

This report is not an effort to reconcile the enormous differences of opinion on this subject. Rather, it is an effort to incorporate into a comprehensive proposal those ideas deemed by the Committee to be both meritorious and workable.

SUMMARY OF RECOMMENDATIONS

SCOPE OF AUTHORITY

1. A STATE BOARD OF EDUCATION SHOULD BE CREATED WITH A SCOPE OF AUTHORITY THAT INCLUDES ALL LEVELS OF EDUCATION, PREKINDERGARTEN THROUGH HIGHER EDUCATION, BUT WITH A STRUCTURE THAT WILL PRESERVE AN ESSENTIAL SEPARATION OF POLICY MAKING IN THE HIGHER EDUCATION* AND BASIC EDUCATION** SPHERES. (page 19)

2. IN ORDER TO INSURE THE SEPARATE DEVELOPMENT OF POLICY IN THE HIGHER EDUCATION AND BASIC EDUCATION AREAS, THE STATE BOARD OF EDUCATION SHOULD BE COMPOSED OF TWO COUNCILS, ONE A COUNCIL ON HIGHER EDUCATION AND THE OTHER A COUNCIL ON BASIC EDUCATION. EACH MEMBER OF THE STATE BOARD OF EDUCATION SHOULD HOLD CONCURRENT MEMBERSHIP IN EITHER THE COUNCIL ON HIGHER EDUCATION OR THE COUNCIL ON BASIC EDUCATION, SAVE THE CHAIRMAN OF THE STATE BOARD WHO WILL BE AN EX-OFFICIO MEMBER OF BOTH COUNCILS. THE COUNCILS SHOULD BE WHOLLY COMPOSED OF STATE BOARD OF EDUCATION MEMBERS. EACH OF THE COUNCILS SHOULD BE RESPONSIBLE FOR ALL POLICY DECISIONS IN ITS EDUCATIONAL SPHERE, SAVE THOSE DESIGNATED AS MATTERS FOR FULL BOARD DETERMINATION BY LAW OR BY A MAJORITY VOTE OF EACH COUNCIL SITTING SEPARATELY. (page 19)

3. THE STATE BOARD OF EDUCATION SHOULD ESTABLISH STANDING COMMITTEES COMPOSED OF EQUAL MEMBERSHIP FROM EACH COUNCIL, TO PROVIDE ESSENTIAL LEADERSHIP IN EDUCATIONAL AREAS THAT INCORPORATE ELEMENTS OF BOTH HIGHER AND BASIC EDUCATION, IN PARTICULAR, ADULT EDUCATION AND VOCATIONAL/OCCUPATIONAL EDUCATION. (page 19)

4. THE RELATIONSHIP OF THE STATE BOARD OF EDUCATION AND IN PARTICULAR THE COUNCIL ON HIGHER EDUCATION TO THE INSTITUTIONAL GOVERNING SYSTEMS OF HIGHER EDUCATION SHOULD REMAIN THE SAME AS THAT WHICH PRESENTLY EXISTS BETWEEN THE BOARD OF HIGHER EDUCATION AND THESE INSTITUTIONAL GOVERNING SYSTEMS. (THE COMMITTEE FEELS THAT THIS RECOMMENDATION SHOULD NOT PRECLUDE FUTURE EVALUATIONS OF THE "SYSTEM OF SYSTEMS" CONCEPT.***) (page 26)

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* Higher Education as used herein is defined as those educational programs and governance structures at the postsecondary level.

** Basic Education as used herein is defined as those programs and governance structures that serve both children and adults from prekindergarten through the secondary level.

*** The "system of systems" concept is discussed in Chapter 1.

5. THE CONCEPT OF LOCAL DIRECTION OF PUBLIC SCHOOL AFFAIRS AND IN THE HIGHER EDUCATION AREA THE CONCEPT OF INSTITUTIONAL AUTONOMY SHOULD BE OBSERVED BY THE STATE BOARD OF EDUCATION AS ESTABLISHED PRINCIPLES WHICH SHOULD GUIDE THE DEVELOPMENT OF STATE EDUCATIONAL POLICY. (page 27)

POWERS AND DUTIES

6. THE POWERS AND DUTIES OF THE STATE BOARD OF EDUCATION BEFORE JANUARY, 1975, SHOULD BE LIMITED TO THE FOLLOWING: (page 29)

   A. APPOINTING A CHIEF STATE EDUCATIONAL OFFICER IN THE EVENT A VACANCY OCCURS BEFORE THE TERM OF THE PRESENT SUPERINTENDENT OF PUBLIC INSTRUCTION EXPIRES;

   B. DETERMINE THE QUALIFICATIONS, TENURE, POWERS, AND DUTIES OF THE CHIEF STATE EDUCATIONAL OFFICER, AND RECOMMENDING TO THE GENERAL ASSEMBLY HIS SALARY;

   C. INTERVIEWING CANDIDATES FOR THE POSITION OF CHIEF STATE EDUCATIONAL OFFICER;

   D. APPOINTING A CHIEF STATE EDUCATIONAL OFFICER NO LESS THAN SIXTY DAYS BEFORE JANUARY, 1975.

   E. DETERMINING PROCEDURES FOR STATE BOARD OPERATIONS, INCLUDING A DIVISION OF RESPONSIBILITY AMONG THE COMPONENTS OF THE STATE BOARD (TWO COUNCILS AND THE BOARD) FOR POLICY DEVELOPMENT AND APPROVAL.

   F. ANALYZING THE STRUCTURE AND STAFF OF THE DEPARTMENT OF EDUCATION.*

7. BEGINNING IN JANUARY, 1975, THE STATE BOARD AND THE COUNCILS SHOULD ASSUME THOSE POWERS AND DUTIES CURRENTLY VESTED IN THE OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION, THE BOARD OF HIGHER EDUCATION, THE BOARD AND DIVISION OF VOCATIONAL AND TECHNICAL EDUCATION, AND SUCH OTHER POWERS AND DUTIES AS MAY BE PRESCRIBED BY LAW. (page 30)

8. BEGINNING IN JANUARY, 1975, THE STATE BOARD SHOULD: (page 31)

   A. ANALYZE THE PRESENT AND FUTURE NEEDS AND GOALS OF ILLINOIS EDUCATION. (THE STATE BOARD SHOULD UPDATE AND INTERFACE ACTION GOALS FOR THE '70's AND THE MASTER PLAN FOR HIGHER EDUCATION);

   B. PROVIDE FOR RESEARCH, PLANNING, AND EVALUATING OF ILLINOIS EDUCATION;

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* See Recommendation 16.

C. DETERMINE THOSE POLICIES DIRECTLY EFFECTING BOTH BASIC AND HIGHER EDUCATION AND ESTABLISH FISCAL MANAGEMENT PROCEDURES AND SUCH STAFFING ARRANGEMENTS AS ARE REQUIRED TO COORDINATE PROGRAMS INVOLVING BOTH BASIC AND HIGHER EDUCATION, INCLUDING, BUT NOT NECESSARILY LIMITED TO, VOCATIONAL/OCCUPATIONAL EDUCATION, ADULT AND CONTINUING EDUCATION, TEACHER PREPARATION AND CERTIFICATION;

D. RECOMMEND TO THE GENERAL ASSEMBLY A NECESSARY PROGRAM FOR FINANCING ILLINOIS EDUCATION, BASED ON RECOMMENDATIONS OF THE BASIC EDUCATION COUNCIL AND THE HIGHER EDUCATION COUNCIL;

E. APPOINT A CHIEF STATE EDUCATIONAL OFFICER;

F. PERFORM ALL OTHER DUTIES AND EXERCISE ALL OTHER POWERS ASSIGNED TO THE FULL BOARD BY LAW OR A MAJORITY VOTE OF BOTH COUNCILS.

9. THE BASIC EDUCATION COUNCIL SHOULD FULFILL THE RESPONSIBILITIES OF THE OFFICE OF SUPERINTENDENT OF PUBLIC INSTRUCTION AND THE DIVISION OF VOCATIONAL AND TECHNICAL EDUCATION. IT SHOULD: (page 32)

A. MAKE ALL RULES AND REGULATIONS, ESTABLISH ALL STANDARDS AND PRESCRIBE ALL GENERAL POLICIES AND ALL GUIDELINES NECESSARY FOR THE SAFE, EFFICIENT, AND EFFECTIVE OPERATION OF THE SCHOOLS PURSUANT TO THE LAW;

B. FORMULATE AND IMPLEMENT POLICIES REGARDING THE SUPERVISION AND RECOGNITION OF THE SCHOOLS;

C. APPROVE FOR SUBMISSION TO THE STATE BOARD OF EDUCATION RECOMMENDATIONS FOR FINANCING BASIC EDUCATION;

D. DETERMINE STANDARDS FOR THE DEVELOPMENT, EXPANSION, COORDINATION, AND EFFICIENT UTILIZATION OF THE FACILITIES, CURRICULA, AND PERSONNEL ENGAGED IN BASIC EDUCATION IN ILLINOIS;

E. PROMOTE AND AID IN THE ESTABLISHMENT OF VOCATIONAL SCHOOLS AND CLASSES OF THE TYPES AND STANDARDS PROVIDED FOR IN THE PLANS OF THE COUNCIL, AS APPROVED BY THE FEDERAL GOVERNMENT.

F. PERFORM ALL OTHER DUTIES AND EXERCISE ALL OTHER POWERS, UNLESS OTHERWISE SPECIFIED, WHICH ARE CURRENTLY DELEGATED BY LAW OR DERIVED FROM THE ADMINISTRATIVE RULES OF THE OFFICE OF SUPERINTENDENT OF PUBLIC INSTRUCTION AND THE BOARD OF VOCATIONAL AND TECHNICAL EDUCATION.

10. THE HIGHER EDUCATION COUNCIL SHOULD FULFILL THE RESPONSIBILITIES OF THE ILLINOIS BOARD OF HIGHER EDUCATION. IT SHOULD: (page 33)

    A. ANALYZE ALL BUDGET REQUESTS OF STATE INSTITUTIONS OF HIGHER LEARNING;

    B. APPROVE FOR SUBMISSION TO THE STATE BOARD OF EDUCATION RECOMMENDATIONS FOR FINANCING HIGHER EDUCATION;

    C. ANALYZE THE PRESENT AND FUTURE AIMS, NEEDS AND REQUIREMENTS OF HIGHER EDUCATION, AND UPDATE A MASTER PLAN FOR THE DEVELOPMENT, EXPANSION, INTEGRATION, COORDINATION AND EFFICIENT UTILIZATION OF THE FACILITIES, CURRICULA AND STANDARDS OF HIGHER EDUCATION IN THE AREAS OF TEACHING, RESEARCH AND PUBLIC SERVICE;

    D. APPROVE ALL NEW UNITS OF INSTRUCTION, RESEARCH AND PUBLIC SERVICE UNDERTAKEN BY THE STATE INSTITUTIONS AND THEIR GOVERNING BOARDS;

    E. PERFORM ALL OTHER DUTIES AND EXERCISE ALL OTHER POWERS CURRENTLY DELEGATED BY LAW OR DERIVED FROM THE ADMINISTRATIVE RULES OF THE BOARD OF HIGHER EDUCATION.

11. BEGINNING JANUARY, 1975, A LEGISLATIVE COMMISSION, INVOLVING THE PARTICIPATION OF THE GENERAL ASSEMBLY, THE GENERAL PUBLIC, AND THE STATE BOARD OF EDUCATION, SHOULD CONDUCT A THOROUGH STUDY OF THE POWERS AND DUTIES OF THE STATE BOARD AND RELATED MATTERS WITH RECOMMENDATIONS ON THESE SUBJECTS PRESENTED TO THE GENERAL ASSEMBLY TWO YEARS THEREAFTER. THE STUDY SHOULD INCLUDE, BUT NOT NECESSARILY BE LIMITED TO, THE FOLLOWING MATTERS: (page 34)

    A. AN ANALYSIS OF THE APPROPRIATE RELATIONSHIP BETWEEN THE STATE BOARD AND LOCAL BOARDS OF EDUCATION, REGIONAL EDUCATIONAL SERVICES AND PROGRAMS, STATE AGENCIES, THE "SYSTEM OF SYSTEMS," PUBLIC UNIVERSITIES AND COLLEGES, PRIVATE EDUCATIONAL INSTITUTIONS, AND THE FEDERAL GOVERNMENT. (WHILE THE COMMITTEE RECOMMENDS THAT THE RELATIONSHIP OF THE STATE BOARD OF EDUCATION AND IN PARTICULAR THE HIGHER EDUCATION COUNCIL TO THE INSTITUTIONAL GOVERNING SYSTEMS OF HIGHER EDUCATION BE THE SAME AS THAT WHICH PRESENTLY EXISTS BETWEEN THE BOARD OF HIGHER EDUCATION AND THESE INSTITUTIONAL GOVERNING SYSTEMS, THIS RECOMMENDATION SHOULD NOT NECESSARILY PRECLUDE ANY FUTURE EVALUATION OF THE "SYSTEM OF SYSTEMS" CONCEPT.)

    B. AN ANALYSIS OF THE POWERS AND DUTIES WHICH SHOULD BE EXERCISED BY THE STATE BOARD.

C. AN ANALYSIS OF THE APPROPRIATE RELATIONSHIP BETWEEN THE STATE BOARD AND NON-SCHOOL ASPECTS OF EDUCATION, I.E., ETV, MUSEUMS, LIBRARIES, ETC.

D. AN ANALYSIS OF THE PRESENT AND FUTURE AIMS, NEEDS, AND REQUIREMENTS OF EDUCATION, INCLUDING THE DEVELOPMENT, EXPANSION, COORDINATION AND EFFICIENT UTILIZATION OF THE FACILITIES, CURRICULA, AND PERSONNEL ENGAGED IN EDUCATION IN ILLINOIS.

STATE ASSISTANCE SHOULD BE PROVIDED THE STUDY COMMISSION BY THE DEPARTMENT OF EDUCATION.

CHIEF STATE EDUCATIONAL OFFICER,
DEPARTMENT OF EDUCATION, AND STAFF SERVICES

12. IN ACCORD WITH THE PROVISION OF THE 1970 ILLINOIS CONSTITUTION, THE CHIEF STATE EDUCATIONAL OFFICER SHALL BE SELECTED BY THE STATE BOARD OF EDUCATION. A MAJORITY VOTE BY MEMBERS OF EACH COUNCIL, PRESENT AND VOTING, SHOULD BE REQUIRED FOR APPOINTMENT. (page 37)

13. THE CHIEF STATE EDUCATIONAL OFFICER SHOULD SERVE AS A NON-VOTING EXECUTIVE SECRETARY TO EACH OF THE TWO COUNCILS AND TO THE STATE BOARD. THE STATE BOARD SHOULD DETERMINE THE POWERS AND DUTIES OF THE CHIEF STATE EDUCATIONAL OFFICER. (page 37)

14. THE STATE BOARD SHOULD DETERMINE THE QUALIFICATIONS, TITLE, AND TENURE OF THE CHIEF STATE EDUCATIONAL OFFICER. THE STATE BOARD SHOULD RECOMMEND TO THE GENERAL ASSEMBLY THE SALARY FOR THE CHIEF STATE EDUCATIONAL OFFICER. (page 38)

15. STAFF SERVICES FOR THE STATE BOARD OF EDUCATION AND EACH OF ITS COUNCILS SHOULD BE PROVIDED BY THE STATE DEPARTMENT OF EDUCATION UNDER THE GENERAL SUPERVISION OF THE CHIEF STATE EDUCATIONAL OFFICER. (page 38)

16. THE STATE DEPARTMENT OF EDUCATION SHOULD CONSIST OF THOSE AGENCIES AND DEPARTMENTS PRESENTLY DELIVERING EDUCATIONAL SERVICES AND PROGRAMS, INCLUDING THE OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION, THE BOARD OF HIGHER EDUCATION, AND THE DIVISION OF VOCATIONAL AND TECHNICAL EDUCATION. (page 38)

17. THE ORGANIZATIONAL STRUCTURE OF THE STATE DEPARTMENT OF EDUCATION SHOULD BE DEVELOPED TO ASSURE THE RELATIVE AUTONOMY OF EACH COUNCIL AND AT THE SAME TIME PROVIDE FOR EFFECTIVE COORDINATION OF VOCATIONAL EDUCATION, ADULT AND CONTINUING EDUCATION, TEACHER PREPARATION AND CERTIFICATION, AND OTHER AGENCY-WIDE FUNCTIONS, INCLUDING RESEARCH, PLANNING, AND FISCAL MANAGEMENT. (page 41)

SELECTION OF STATE BOARD MEMBERS

18. THE STATE BOARD SHOULD HAVE SEVENTEEN (17) MEMBERS. (page 43)

19. STATE BOARD MEMBERS SHOULD BE APPOINTED BY THE GOVERNOR WITH THE ADVICE AND CONSENT OF THE SENATE. (page 44)

20. FOUR (4) MEMBERS SHOULD BE APPOINTED FROM THE 1ST JUDICIAL DISTRICT WITHIN THE CITY OF CHICAGO; FOUR (4) MEMBERS SHOULD BE APPOINTED FROM THE 1ST JUDICIAL DISTRICT OUTSIDE THE CITY OF CHICAGO; EIGHT (8) MEMBERS SHOULD BE APPOINTED FROM THE FOUR REMAINING JUDICIAL DISTRICTS (TWO (2) FROM EACH DISTRICT); ONE (1) AT-LARGE MEMBER SHOULD BE APPOINTED AND DESIGNATED BY THE GOVERNOR AS CHAIRMAN OF THE STATE BOARD. (page 46)

21. UPON APPOINTMENT TO THE STATE BOARD, THE GOVERNOR SHOULD INDICATE WHETHER AN APPOINTEE--WITH THE EXCEPTION OF THE STATE BOARD CHAIRMAN--IS TO SERVE ON THE BASIC EDUCATION COUNCIL OR THE HIGHER EDUCATION COUNCIL. (page 47)

22. STATE BOARD MEMBERS SHOULD SERVE FOR FIVE (5) YEAR TERMS AND THOSE TERMS SHOULD BE STAGGERED. THE LENGTH OF THE TERMS OF INITIAL MEMBERS SHOULD BE DETERMINED BY LOT AS FOLLOWS: 3 FOR 1 YEAR, 4 FOR 2 YEARS, 3 FOR 3 YEARS, 4 FOR 4 YEARS, AND 3 FOR 5 YEARS. SERVICE ON THE STATE BOARD SHOULD BE LIMITED TO TWO TERMS, EITHER FULL OR PARTIAL AND EITHER CONSECUTIVE OR NON-CONSECUTIVE. (page 47)

23. STATE BOARD MEMBERS SHOULD BE AT LEAST 18 YEARS OF AGE AND LEGAL RESIDENTS OF ILLINOIS AND THE JUDICIAL DISTRICTS FROM WHICH THEY ARE APPOINTED. THE GOVERNOR SHOULD APPOINT A STATE BOARD WHOSE MEMBERSHIP IS BROADLY REPRESENTATIVE OF THE STATE'S POPULATION. (page 48)

24. TO THE EXTENT THAT IT IS CONSISTENT WITH THE REQUIREMENT OF BROAD AND REGIONAL REPRESENTATION, THE GOVERNOR SHOULD APPOINT AS MANY MEMBERS AS POSSIBLE TO THE HIGHER EDUCATION COUNCIL FROM THE PRESENT PUBLIC MEMBERSHIP* OF THE BOARD OF HIGHER EDUCATION. (page 48)

25. WITHIN 60 DAYS AFTER THE EFFECTIVE DATE OF THE ACT ESTABLISHING THE STATE BOARD OF EDUCATION THE GOVERNOR SHOULD NOMINATE THE INITIAL MEMBERS OF THE BOARD. (page 48)

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* Public members of the Board of Higher Education are defined as only those members who are appointed to that Board by the Governor.

MECHANICS OF OPERATION AND PROCEDURAL ISSUES

26. THE STATE BOARD SHOULD ADOPT RULES TO GOVERN THE INTERNAL OPERATIONS OF THE BOARD AND THE TWO COUNCILS. THESE SHOULD COVER SUCH MATTERS AS VOTING PROCEDURES, A DEFINITION OF QUORUM, AND THE ELECTION OF OFFICERS, OTHER THAN CHAIRMAN. (page 51)

27. THE CHAIRMAN OF THE STATE BOARD SHOULD HAVE A VOTE ON ALL MATTERS PENDING BEFORE THE FULL BOARD. HE SHOULD SERVE IN A NONVOTING (EX-OFFICIO) CAPACITY ON BOTH THE BASIC EDUCATION COUNCIL AND THE HIGHER EDUCATION COUNCIL. HOWEVER, IN THE EVENT A TIE-VOTE OCCURS ON ANY MATTER PENDING BEFORE A COUNCIL, THE CHAIRMAN OF THE STATE BOARD SHOULD BE AUTHORIZED TO CAST A TIE-BREAKING VOTE. (page 51)

28. BOTH THE BASIC EDUCATION COUNCIL AND THE HIGHER EDUCATION COUNCIL SHOULD SELECT PRESIDING OFFICERS IN ACCORDANCE WITH THE RULES ADOPTED BY THE STATE BOARD. PRESIDING OFFICERS SHOULD BE EMPOWERED TO VOTE ON ALL MATTERS PENDING BEFORE THEIR RESPECTIVE COUNCILS. (page 51)

29. THE STATE BOARD SHOULD DETERMINE THE FREQUENCY AND LOCATION OF ITS MEETINGS. HOWEVER, THE STATE BOARD SHOULD MEET AT LEAST QUARTERLY. ALL STATE BOARD BUSINESS SHOULD BE TRANSACTED IN ILLINOIS. THE FREQUENCY AND LOCATION OF COUNCIL MEETINGS SHOULD BE DETERMINED BY THE MEMBERS OF EACH COUNCIL. (page 51)

30. STATE BOARD MEMBERS SHOULD NOT BE PERMITTED TO EMPLOY PERSONAL STAFF. (page 51)

31. STATE BOARD MEMBERS SHOULD RECEIVE A PER DIEM NOT TO EXCEED $100.00 IN ADDITION TO REIMBURSEMENT FOR ACTUAL AND NECESSARY EXPENSES (TRAVEL, LODGING, AND FOOD) INCURRED WHILE ENGAGED IN THE PERFORMANCE OF THEIR DUTIES. (page 53)

Responsibility for public education in the United States has rested historically with the states. In turn, the states have sought to develop and administer public education through units of local government (e.g., local school districts) or through relatively autonomous public colleges and universities. Over the historical sweep of public education in the United States, the creation of influential state education agencies is a fairly recent development. In elementary and secondary education, the initial role of the state agency was to regulate basic minimum standards for the operation of schools. In recent years, state "leadership" and "technical assistance" have become increasingly important roles of state agencies. Such roles require state agencies to go beyond regulation of minimum standards and to become involved in statewide study, planning, and evaluation as well as entering into a new cooperative planning and working relationship with local districts, colleges, and universities.

Basic Education

In 1854, the Illinois General Assembly created the Office of the Superintendent of Public Instruction and mandated that the Superintendent be elected on a partisan ballot. Powers and duties were limited to informing county superintendents of schools about educational issues. The Illinois Constitution of 1870 made the Office of the Superintendent of Public Instruction a constitutional office with the basic responsibility for assuring an "efficient system of free schools in which all children receive a good common school education."

The absence of a provision for a State Board of Education led to intense and direct legislative interest in educational issues. The General Assembly formed numerous commissions to deal with education in the State. In 1907, an Educational Commission of the General Assembly was formed. Six members were appointed by the Governor, and the State Superintendent served as an ***ex officio*** member. Between 1907 and 1947, at least fourteen different government commissions dealt with school finance and taxation issues. Throughout this period, the powers and duties of the Office of the State Superintendent remained largely regulatory in nature.

By 1949, the General Assembly had identified eight critical areas in need of study and consequently established the Illinois School Problems Commission. This Commission became a powerful force in identifying and communicating educational needs in the State. Its record of accomplishments in terms of passage of Commission-backed legislation is impressive.

Between 1957 and 1965, both the Federal and State Governments began to manifest growing concern with educational issues which begged careful study, planning, and development. For example, the passage of the Elementary and Secondary Education Act of 1965 afforded the Office of the Superintendent of Public Instruction an unprecedented opportunity to move from a regulatory to a leadership and service agency. Funds from Title V of this Act were made available for the expressed purpose of strengthening the leadership capability of the Office of the Superintendent of Public Instruction. At the same time the Federal Government was providing a large infusion of money for educational programs, officials in the State of Illinois began to reflect a growing desire for an intensive examination of the needs of education in Illinois. As a result in 1965, the Governor, State Superintendent, and the School Problems Commission cooperated in the appointment of an Illinois Task Force on Education.

The Task Force, supported by an appropriation of $105,000 from the General Assembly, was charged with considering the long-range goals for elementary and secondary education in Illinois and recommending plans to achieve those goals. While the 1966 report of the Task Force* did not contain a comprehensive set of educational goals, it did address more than sixty specific educational issues. One of the most significant recommendations was that a State Board of Education be created with authority to appoint the State Superintendent.** Since this would have required a constitutional amendment, the recommendation did not find fruition.

As early as 1900, the Superintendent of Public Instruction, Alfred Bayless, had recommended a nonpartisan State Board of Education with powers to appoint a Superintendent as the chief executive officer. Again, in 1907, the Educational Commission of the General Assembly developed a plan for a State Board. Both plans received much discussion but no specific action was taken.

Between 1907 and 1965, at least seven different commissions dealt with the issue of a State Board of Education for elementary and secondary education. All such proposals were defeated. As mentioned above, proposals emanating from the 1966 Task Force Report met a similar fate. However, the need for a State Board became increasingly evident. Recognition of this need was reflected in the 1966 campaign for the superintendency when both candidates advocated a State Board. But again no significant action was taken until the Constitutional Convention of 1970 mandated the State Board of Education.

The 1970 Constitutional Convention's Committee on Education reached early agreement that the Constitution should mandate the creation of a State Board of Education. The growing complexity of educational issues, the increasing fragmentation of State agency authority and responsibility for education-related functions,*** and growing desires to move the selection of the Superintendent of Public Instruction from partisan politics all were significant factors in bringing the Education Committee to early consensus on the need for a State Board of Education. The Committee also recommended that the Board appoint the Chief State Educational Officer. This recommendation came after debate and the defeat of an amendment which would have provided for election and another which would have provided for appointment by the Governor.

The Convention left such issues as the Board's powers and duties and method of Board selection, qualifications, and tenure to the General Assembly for final decision. According to Paul Mathias, Chairman of the Convention Education Committee,

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The Committee and the Convention viewed the legislature as the Super Board and wished to leave to the General Assembly authority and responsibility for determining the powers and duties of the State Board and allocating appropriated funds in response to the wishes of the electors of the State and the needs of the respective public school systems.****

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* Task Force on Education, **Education for the Future of Illinois: Report of a Study**. Springfield, Illinois -- State of Illinois, 1966.

** **Ibid**, pp. 156-162.

*** See Appendix C, "State Agencies Performing Education Related Functions"

**** Paul Mathias, "Testimony Presented to Governor's Committee on Governance" mimeographed, August 1, 1972, p. 3.

Higher Education

Illinois higher education has had a history marked by shifting patterns of institutional development pressures and State coordinative efforts. The State's major senior institutions of higher education all came into existence in the 19th century, either as normal schools (Illinois State, Southern Illinois, Northern Illinois, Eastern Illinois, and Western Illinois) or an industrial school (the University of Illinois). Under their own separate boards, each of these went in its own direction until 1917 when the legislature accepted the recommendation of a study commission and brought all of the normal schools under a single Board responsible to the Department of Registration and Education. The University of Illinois was left under its own Board of Trustees and this pattern prevailed for the following 32 years. During the 1940's, however, pressures began to build up among the teachers' colleges for institutional autonomy and these pressures were greatly intensified by the burgeoning enrollment pressures and rapid expansion of State funding for all institutions of higher education in the postwar years. Between 1943 and 1949, Southern Illinois Normal School achieved its long cherished goal of obtaining its own board and a mission of becoming a full-fledged liberal arts institution, and this together with the marked success of that institution in corralling State funds spurred on the growing demands of other teachers' colleges.

The university criticism of the State's governing machinery for higher education also brought forth a steady stream of recommendations for reforming the structure. The legislature turned a deaf ear in 1943 on one of these, a proposal that all higher education be brought under the University of Illinois Board of Trustees, and in 1945 on another, that all of higher education be brought under a single State Board of Higher Education that would replace all other boards. Another reforming effort in 1950 was frustrated by pressure from the University of Illinois. A Higher Education Commission, appointed by the Governor in 1954, found itself under such intense institutional pressure that it refused to take any significant stand on the question of governance. It did, however, recommend the creation of a Commission of Higher Education with responsibilities somewhat akin to those of the School Problems Commission, and this suggestion was implemented by the 1957 session of the legislature. This Commission was directed to present a proposal for restructuring higher education, and to this end it developed a report, and implementing legislation for the 1961 session of the General Assembly. Its proposal was to establish a State Board of Higher Education over the existing governing boards with strong powers of planning and coordination. After a period of intense controversy in which the University of Illinois put forth a counter-proposal for a weak coordinative structure and the Governor offered his own suggestion, the legislature passed a compromise bill creating a State Board of Higher Education with coordinating and planning authority. The Board would have a one-vote majority of direct gubernatorial appointed members.

Since 1961, the Board of Higher Education has gone through some modifications, but it remains today basically the same structure as was originally established. One important additional contribution to the Board's development came in the form of an effort to articulate and define the relationship between the Board and the institutions under it provided by Committee "N" appointed in 1965 to study the governing structure of higher education. The Committee Report identified the newly established Illinois structure as a "system of systems" with the coordinating State Board presiding over a system of balanced groupings of universities. Five such groupings or systems were identified, with the institutions under the former Teachers College Board now broken into a Regency university system (Illinois State and Northern Illinois Universities) and a Board of Governors system (Eastern Illinois and Western Illinois Universities and the former Chicago Teachers College institutions). Added to this was a grouping of the State community colleges under the Illinois Junior College Board. Clearly underlying this structural concept,

and in the view of the Committee a major justification for it, was the notion of a balance of power and influence. This idea was immediately heavily criticized and the Board of Higher Education shied away from openly endorsing it in its subsequently published Master Plan; however, it was clear that the rationale had been accepted in general when a subsequent Board Committee "awarded" two new senior institutions to the custody of the two weaker systems, the Regents and Governors. A second Committee "N" appointed in 1970 to once again review the governing structure refused to make any major alterations in the system of systems concept. After reviewing a number of proposed alternatives, the Committee Report concluded that,

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the concept of system of systems is essentially sound, and . . . efforts to improve the governance of public higher education in Illinois should be made within the framework of that concept.

With this in mind, Committee "N" recommended that there be a greater decentralization of administrative control within the Southern Illinois University and the University of Illinois systems to better accommodate a diversity of institutional missions, but not that the systems themselves be disbanded.

Master Planning in Illinois Higher Education

In authorizing the Board of Higher Education in 1961, the General Assembly directed it to prepare a Master Plan for the development of higher education in the State. The new Board, as a consequence, began its first planning efforts shortly after it became organized, and the initial phase reached fruition in 1964. In the planning process the Board appointed a number of study committees to prepare reports and a data base on a wide range of subjects of planning concern, and utilized a group of specially appointed advisory committees to evaluate the reports and planning proposals and the response of the institutions of higher education themselves. Perhaps the most outstanding feature of the first phase of the Master Plan was its endorsement of a statewide system of community colleges, but, in all, 27 pieces of legislation were drafted from it and easily passed through the State legislature.

Phase II of the Master Plan was initiated in the fall of 1965 and focused particularly on the governing structure and future development of higher education in Illinois. Particularly strategic in the development of this Plan was the appointment of Committee "N", the recommendations of which have already been discussed. Phase II endorsed, in a general way, the concept of a "system of systems" with its underlying "logic" of a balance of power between systems, as well as the creation of two new institutions of higher education in the State, one in the Chicago area, the other in Springfield. In 1967, the Board began preparations for Phase III of the Master Plan which was to center particularly on graduate and professional education. Viewing its mandate in the broadest light, the Board and its study committees carried out a broad study of the provision of higher educational services in the State and in the final plan proposed the creation of an integrative network of institutions of higher learning, a "collegiate common market." In seeking to implement this concept, the Board has encouraged the existing institutions and systems of higher education to engage in interinstitutional cooperation with both positive and negative incentives, and has advocated the development of a nonresidential State university to expand the delivery of university-level educational services.

The initiation of planning on a statewide level has been a significant development for higher education in Illinois. Over the few years in which the Board of Higher Education has exercised these powers, it has become clear that this is a valuable instrument for keeping the State's educational system responsive to public needs at the lowest cost. The exercise of such authority, once rather uncommon in higher education in this country, has expanded impressively during the time since the Board of Higher Education was created, bearing testimony to the growing need for such leadership in State education.

Recent Developments in Planning for Basic Education

While the Board of Higher Education was dealing with coordinating and planning for the future of higher education throughout the 1960's, the complexity of elementary and secondary education was growing--but without a plan and without coordination. Large infusions of dollars from new federal programs came to the State. While most federal programs required a "State Plan," there was little, if any, attempt to coordinate these programs or plans. Historically, the Office of the Superintendent of Public Instruction served largely in a relatively passive regulatory role vis-a-vis the elementary and secondary schools of the State. State leadership was not a recognized function. But, the social changes of the 1950's and 1960's found elementary and secondary education under increasing attacks for its lack of identifiable purposes, priorities, and results.

Increasing attacks and taxpayer resistance to the growing costs of elementary and secondary education led the State Office, in early 1971, to the realization that it was necessary to assume the role of providing leadership in planning for the future of elementary and secondary education in the State. As a result, the State Office launched a program of public involvement through public hearings, a statewide conference on goals and priorities, and the work of citizens' advisory councils which resulted in the review and revision by thousands of citizens of a planning document, **Action Goals for the Seventies: An Agenda for Illinois Education.*** This plan, the first such comprehensive, goal-oriented program for the future of elementary and secondary education in the State, points to the problems and complexity of Illinois elementary and secondary education. Similar to the Master Plan for Education, it also contains a plan of action to deal with these complexities.

While the **Action Goals** document is not regarded as a "Master Plan" for elementary and secondary education in the State,** it would appear that there is a growing movement in the United States Congress and the United States Office of Education to encourage improved coordination and delivery of services for elementary and secondary education.

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* Michael J. Bakalis, **Action Goals for the Seventies: An Agenda for Illinois Education**, Office of the Superintendent of Public Instruction, May, 1972.

** Accomplishing the objectives in **Action Goals** requires commitment from many quarters -- local districts, the General Assembly, colleges and universities, other State agencies, as well as the Office of the Superintendent of Public Instruction. The document is not a collection of State Office mandates.

Early drafts of position papers on "Special Revenue Sharing for Education" emanating from Washington would require a state "Master Plan" for allocation of funds under three broad categories: (a) Education for the Handicapped, (b) Vocational Education, and (c) Supporting Educational Materials and Services. Two other programs (Compensatory Education for the Disadvantaged and Aid to Federally Impacted Areas) would be funded directly from the Federal Government to local districts.*

The implication is clear. State agencies, in concert with local district and other publics, will need to develop clearly-defined priorities and coordination policies in order to allocate federal funds provided under this program.

While the implementation of "Special Revenue Sharing for Education" remains in question, the best information is that the State agencies will need to adopt a more vigorous planning and coordinating function in order to manage effectively and efficiently future federal funds.

The Post Secondary Education Planning Commission, required under the Education Amendments of 1972, is a further indication of Washington's desire for improved coordination and articulation of educational programs at all levels. Implications of these requirements are discussed in greater detail in Chapter Two.

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* The continuing discussion of "Special Revenue Sharing for Education" could lead to some restructuring of the program in the near future. The information provided here is drawn from the most recent available papers.

Scope of Authority

RECOMMENDATION NO. 1

A STATE BOARD OF EDUCATION SHOULD BE CREATED WITH A SCOPE OF AUTHORITY THAT INCLUDES ALL LEVELS OF EDUCATION, PREKINDERGARTEN THROUGH HIGHER EDUCATION, BUT WITH A STRUCTURE THAT WILL PRESERVE AN ESSENTIAL SEPARATION OF POLICY-MAKING IN THE HIGHER EDUCATION* AND BASIC EDUCATION SPHERES.**

RECOMMENDATION NO. 2

IN ORDER TO INSURE THE SEPARATE DEVELOPMENT OF POLICY IN THE HIGHER EDUCATION AND BASIC EDUCATION AREAS, THE STATE BOARD OF EDUCATION SHOULD BE COMPOSED OF TWO COUNCILS, ONE A COUNCIL ON HIGHER EDUCATION AND THE OTHER A COUNCIL ON BASIC EDUCATION. EACH MEMBER OF THE STATE BOARD OF EDUCATION SHOULD HOLD CONCURRENT MEMBERSHIP IN EITHER THE COUNCIL ON HIGHER EDUCATION OR THE COUNCIL ON BASIC EDUCATION, SAVE THE CHAIRMAN OF THE STATE BOARD WHO WILL BE AN EX OFFICIO MEMBER OF BOTH COUNCILS. THE COUNCILS SHOULD BE WHOLLY COMPOSED OF STATE BOARD OF EDUCATION MEMBERS. EACH OF THE COUNCILS SHOULD BE RESPONSIBLE FOR ALL POLICY DECISIONS IN ITS EDUCATIONAL SPHERE, SAVE THOSE DESIGNATED AS MATTERS FOR FULL BOARD DETERMINATION BY LAW OR BY A MAJORITY VOTE OF EACH COUNCIL SITTING SEPARATELY.

RECOMMENDATION NO. 3

THE STATE BOARD OF EDUCATION SHOULD ESTABLISH STANDING COMMITTEES COMPOSED OF EQUAL MEMBERSHIP FROM EACH COUNCIL, TO PROVIDE ESSENTIAL LEADERSHIP IN EDUCATIONAL AREAS THAT INCORPORATE ELEMENTS OF BOTH HIGHER AND BASIC EDUCATION, IN PARTICULAR, ADULT EDUCATION AND VOCATIONAL/OCCUPATIONAL EDUCATION.

In approaching the issue of the scope of authority of the State Board of Education, the Committee on School Governance felt it should evaluate both current realities and the future necessities of education in Illinois. Through presentations by experts and Committee discussion and deliberation, several conclusions emerged.

The first of these was that institutional and local autonomy remain today prominent features of Illinois education. The longstanding tradition of local control of elementary and secondary school affairs continues to be a basic organizational principle of our system of common schools. In higher education the concept of institutional autonomy traces to the

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* higher education as used herein is defined as those educational programs and governance structures at the postsecondary level.

** basic education as used herein is defined as those educational programs and governance structures that serve children and adults from prekindergarten through the secondary level.

more recent development of the Illinois system of State universities and colleges, but has emerged as a significant principle of university governance. This emphasis on decentralized policy-making at all levels has generally been beneficial, and has imparted a strong sense of identity and vitality to the State's educational institutions.

A second conclusion the Committee came to was that the traditional distinction that has existed between the mission and structure of higher education and elementary and secondary education continues to be a prominent feature of the Illinois educational system. A number of factors have diminished the differences between these two areas in recent years, in particular the expanding role of the State in funding and influencing educational development at both levels, the growing dominance of the public sphere in higher education and the commitment of that sphere to the norms of mass education. Notwithstanding this, the distinctive features of each area remain important and the uniqueness of each is firmly rooted in the perceptions of those who are most involved at the institutional and instructional levels.

A third finding of the Committee was that funding for all levels of education has increased dramatically in recent decades. With this increase has come a steady rise in public demands that institutions of education be held accountable for how effectively they use State funds and for the educational services and societal services they choose to use the funds to develop. In the area of elementary and secondary education, the State today provides some 38% of school revenues. In higher education the State's expenditures rose most spectacularly in the 1950's and 1960's and today continue to rise, although at a slower rate. Increasingly, the public has demanded that these funds be used to develop high-demand educational programs and educational innovations, and to foster some of the larger purposes of society. Responding to these new demands, the educational system has begun to shift resources from general research and graduate training to community colleges, new medical education facilities, and individualized instruction that emphasizes basic skills and improved attitudes toward learning at the elementary education level.

A fourth conclusion was that areas of education which fall outside of or that involve both higher education and elementary/secondary education have generally lacked the planning and careful coordination needed to make these programs responsive to existing needs. The educational services provided by adult education and vocational/occupational education are today some of those which are in greatest demand. Yet these very programs are splintered between different agencies, are chaotically funded, and have lacked systematic planning. As the public conception of education broadens and as educational institutions attempt to become more responsive by offering a multitude of educational opportunities and careers, the "peripheral" areas of education, such as adult and vocational/occupational education, will become vastly more important and will require much more leadership at the State level. Even today the Federal Government is showing an awareness of these trends by providing new funds for state planning in areas such as career education, community college education, and adult education. Other "peripheral" educational areas, such as proprietary and correspondence schools, that have received scant attention from the State in years past, will take on a new importance in the future. Indeed, some estimate that the enrollments in such institutions already exceed those of traditional higher education institutions. A future need can also be anticipated for coordinating the contributions of private education, both higher and secondary and elementary, with the public systems. With these dynamic changes at work within American education, the Committee concluded that the State needs much better machinery for providing planning, coordination and policy leadership than it has at present. Today this need is serious, in the future it is likely to become acute.

Fifth, the areas of overlap between higher education and elementary and secondary education are increasing, and this trend is unlikely to slacken in the future. A close articulation between high school and postsecondary education is a joint concern of growing complexity and importance. It involves questions of counseling, educational services to the disadvantaged, scholarship aid, curriculum, and length of training programs, and "early entry" programs--all questions which involve both postsecondary and secondary educational input and coordination. In fact, almost all questions involving students and student aides are matters of joint concern. In addition, the training and retraining of teachers has become an acute concern for all of education due to the evident oversupply of teachers produced by institutions of higher education which only a few years ago were being urged to expand to the maximum their teacher-training programs and facilities. Increasingly, therefore, the need for coordination between policy-makers in the higher education and basic education areas is evident.

A sixth conclusion of the Committee was that the Federal Government is likely to use its influence in the future in behalf of better coordination and planning for the development of educational programs that cut across traditional educational boundaries. Evidence of this has recently been provided by the Education Amendments of 1972, legislation passed by Congress to initiate what promises to be a very substantial educational funding program. This act provides major program funding for the areas of occupational education and community college education, the former identified as spanning all levels of education and the latter being a key "borderline" area relating to both secondary and postsecondary education. Consistent with this, the Act requires the creation of postsecondary education planning commissions which are broadly constituted, with members drawn from such institutions as public and private junior/community colleges, postsecondary vocational schools, technical institutes, proprietary schools, and public and private four-year institutions. There are now indications that the United States Office of Education would like to utilize these State commissions, not just for channeling federal funds authorized by the Education Amendments of 1972, but as agencies that will plan educational development in ***all*** the postsecondary areas the Federal Government is or will be funding. While the precise implications of this legislation are as yet unclear, it is clear that the Federal Government is seeking a much greater and broader degree of coordination in educational planning and decision-making than exists at present in Illinois or any other state. In the area of occupational education, for example, the post-secondary planning commissions noted above will be required to involve the full span of educational institutions, from elementary school to graduate school. It was apparent to the members of the Committee on School Governance that the message coming from Washington is clearly "coordinate" and that only through legislation that will substantially amend the scope, responsibilities, and composition of existing structures in this State, can the federal purpose be accommodated.

A final conclusion of the Committee was that the traditional divisions and structures of the educational establishment are being undercut by changing attitudes in our society, a condition that is likely to continue. The last few years have seen numerous cultural trends that have placed severe stress on the segmented, limited access educational system we are familiar with, generating instead a new view of education as a single process or system, stretching from the child's earliest years to the senior citizen's last years. New delivery systems have been developed. New hybrid institutions such as the community/junior colleges have been created. The galloping pace of educational technology has generated innovations in approach and concept. Groups that have long been excluded from the educational process have exerted a growing demand for educational opportunities of all types

and levels. These and similar changes have cultivated the idea that education is or ought to be a body of closely integrated programs providing a wide variety of services not artificially compartmentalized into rigid segments. Looking at the evolving trends of educational history, the steady popularization of mass-education starting first at the grade school level and progressing after World War II to the college and university level, the steady development of a consumer mentality as a consequence of this process and other cultural trends in our society, the growing interest in different types and levels of educational opportunity based on personal preference rather than economic or social advantage, one cannot doubt that the public view of education is in a state of sharp and total transition.

What emerges from these conclusions is a confusing educational picture in which change seems to be the only constant. On the one hand, there is the tradition of independence from state authority and the historic separation of the higher educational community from the basic educational system, patterns that still prevail in the established educational structure and that demonstrate the continuing grip of traditional attitudes. On the other hand, there is a picture of movement toward a more integrated and coordinated structure of education, with an emphasis on educational services rather than self-contained institutions and sequences. As a consequence, the educational community is beset with ambivalence. It is both drawn and repelled by the prospect of coordination and integration. Given this situation and the clear-cut trends that are at work in our society, it was agreed by the Committee on School Governance that Illinois should approach the framing of a new State Board of Education with the intention of responding to the developing need for coordination and planning in education, yet in a way, that would be sensitive to the traditions of local and institutional autonomy and that would preserve much of the division of labor between higher education and basic education.

In attempting to implement this intent, the Committee gave thorough consideration to two proposed plans for a State Board of Education. One would set up such a Board with responsibility for basic education only, preserve the Board of Higher Education in its present form, and establish coordinating linkages of a formal and informal character between the two. The other would establish a single Board with responsibility for all levels of education but with a bicameral structure that would provide a division of labor between higher education and basic education. Both plans were developed in considerable detail so that the Committee could evaluate as many of the operational and structural implications as possible. Reactions to the two proposals were sought from important educational groups and agencies and a full opportunity was provided for the Committee members to discuss the proposals with the organizations with which they were affiliated. After thorough discussion at a number of Committee meetings, a vote was taken and the concept of a single, bicameral Board was endorsed.

The Committee concluded that in the last analysis the two-board approach, while obviously preserving a division of labor between basic and higher education, did not offer a real promise of significantly improving educational planning and coordination, either between the two traditional spheres or in the rapidly expanding "peripheral" areas of adult education and vocational/occupational education. Two juridically separate boards might well create a legal/administrative mentality that would make matters of joint concern either causes of contention of objects of neglect. Certainly, communication could be greatly improved by such expedients as making one or more members (and perhaps the executive director) of each board ***ex officio*** members of the other, but this would not greatly facilitate policy coordination and planning. The establishment of joint committees or conferences by the two boards would obviously be complicated, in that both boards

would have to agree in the first instance on such detailed matters as committee membership, staffing, and duties, and in all probability committee policy recommendations would have to be drawn up formally and presented to each separate board for full consideration, approval, and implementation. All in all, the awkwardness of such arrangements would very likely make coordinative and planning efforts a very infrequent occurrence. As a consequence, the Committee concluded that the creation of a new State Board of Education along these lines would mark very little change in the educational status quo.

In contrast, the Committee became increasingly convinced that a single, bicameral board could provide both a constructive division of labor and a significant improvement in policy coordination and educational planning. In the Committee's view, the two-chamber composition ought to be coupled with a limited powers doctrine whereby the full Board of Education (as distinct from its Councils) would be permitted to exercise only those powers specifically allocated by the Legislature or agreed to by majority vote of ***both*** Councils sitting in separate session. All other Board-level policy-making authority would reside in the Councils. This arrangement would insure a high degree of autonomy in policy determination for the basic education and higher education areas. Further, the bicameral concept would permit the transfer of a large part of the present membership of the Board of Higher Education to the Council on Higher Education, thereby insuring considerable continuity in policy-making and preservation of prerogatives in the higher education sphere.

From the perspective of planning and coordination, a bicameral Board would offer very significant advantages. Its broad sphere of responsibility would give the entity and its Councils a breadth of vision and attitude that would permit it to exercise real statewide educational leadership. The overarching concerns and needs of all of education in Illinois would be made evident to the members as a consequence of their membership on and participation in the meetings of the full State Board of Education. Close links would undoubtedly exist between the two Councils contributing to a mutual familiarity with the concerns and major decisions of each specialized area. The chairman of the full State Board would serve in an ***ex officio*** capacity on each Council, which would also contribute to a common awareness and understanding. Finally, as recommended in Chapter Four, provision for a joint staff/administrative structure would permit policy implementation and review to be carried out in a coordinative atmosphere.

In those "peripheral" areas of education that fall outside of or involve both higher education and elementary/secondary education, such as adult education and vocational/occupational education, such a bicameral type of structure would facilitate planning and coordination greatly. Standing Committees composed of equal numbers of members from each Council could be easily established to coordinate and plan the development in such fields. Since these committees would quite logically utilize the same staff resources as the Councils and the full Board, and since the scope of the Board and its structure would serve to minimize barriers to communication and information, such Standing Committees could carry out their efforts in an atmosphere of trust and subject only to a periodic, general review by each of the Councils. The Committee on School Governance recommends that two such Standing Committees be established immediately upon the creation of the State Board of Education, one for vocational/occupational education and another for adult education.

A State Board of Education with a comprehensive scope would have conspicuous advantages in communicating educational needs to the public and to State policy-makers. For one, it would be the only statewide agency speaking for education and, as such, would

exceed in visibility and prestige any of the agencies that exist at present. With this kind of status and with the staff resources it could command, this agency could take positions on important educational issues and would be an extremely influential spokesman for education. Furthermore, it would be able to go beyond decision-making on day-to-day administrative matters to plan effectively for the development and future utilization of the State's educational resources. And it would provide an effective voice for the State's educational interests in dealing with the Federal Government. All this is not to say that the agency would be beyond legislative control and above fiscal accountability. Its budgetary recommendations would proceed through the Governor's office and the General Assembly like those of any other State agency, and its existence and operating effectiveness would depend on legislative support. But by being an agency whose function it was to deal with all of education in Illinois, it would exert an influence and command attention that would make real leadership possible.

The strongest advantage of a bicameral structure would, without doubt, be its adaptability to changing needs and demands. It would do great harm to education today to treat it as an homogenized mass, and this would be totally out of step with the State's educational traditions and existing character. Initially, such a State Board structure would, therefore, function largely as two separate agencies, making policy for two separate educational areas in response to two largely distinctive educational constituencies. But as conditions change in the future, the level of State Board coordination could change as well, expanding in those areas of greatest educational change or those areas felt to be in most evident need. Such changes would only need to occur as conditions required them, but if conditions did require them, no elaborate legal and administrative changes would have to formulate the adjustment. In sum, functional evolution within the organization could occur when needed and to the degree needed, but only as needed.

From the perspective of fiscal affairs, a comprehensive State Board of Education would offer conspicuous advantages. The people of Illinois have an interest in securing the best possible system of education, one that will provide a maximum of educational opportunity, but this aspiration is hardly absolute. It must be balanced against the other programmatic needs and interests of the State and must be carried out within the financial capabilities of the State. Thus, we have two somewhat conflicting goals; one to secure the most ample and excellent educational system possible, the other to do this only to the extent that it is fiscally feasible and consistent with the other needs of Illinois.

A comprehensive State Board of Education could contribute greatly to the resolution of this ongoing discrepancy of goals, which in reality is an issue of resource allocation. As indicated above, such a Board would enjoy great advantages in evaluating, planning, and communicating the State's educational needs and the means of delivery. As such, it would greatly assist in establishing educational priorities under Article X, Section 1 of the Constitution. Translated into budgetary terms, such an internal resolution of competing demands would be of great assistance to those who are required to make final decisions on resource allocation. The Governor and the Legislature would have clearly presented to them the State's educational needs, as identified by an agency that brought to bear a statewide, system-wide, educational perspective. In the process, decision-making responsibilities would be both assisted and clarified.

What the impact of this would be on resource allocation to particular elements of the State's educational establishment, e.g., higher education as opposed to vocational education or a particular institution or locality, is impossible to say. Endless debate could be generated over whether a comprehensive Board would more favor this group or that

group, this interest or that interest, and nearly all of it would be based on pure conjecture. What is clear, however, is that a comprehensive State Board would better serve the ***whole*** educational community, both by better articulating the real resource needs and educational priorities of the State and by insuring that these decisions would be made in the first instance by those whose expertise and concern was exclusively educational.

A further fiscal consideration is economy of operation or efficiency. It has been widely debated, in Illinois and in most other states, whether consolidation of disparate educational governance/coordinative structures achieves or is likely to achieve economy. The debate again is conjectural because there is no very precise way to measure the efficiency of operation of the educational structures of different states against each other or to measure the achievements of a postconsolidation structure against those of a preconsolidation structure. For example, how could one evaluate whether higher education in Illinois has been more efficient since the creation of the Board of Higher Education? Variables of time, program, institutional development, make such a question impossible to answer. It is clear, however, that consolidation can potentially secure more effective planning, more comprehensive and, therefore, more accurate identification of priorities and needs, and the elimination of duplicate functions and activities. In the Committee's view, this quite logically adds up to economy because it will offer a more efficient utilization of resources.

In recent decades, there has been a steady trend toward educational consolidation and coordination in this country. In most states, it has been most evident in higher education, first with the establishment of a variety of coordinative structures and more recently with a number of outright mergers of competing university systems. In all of these cases, a prominent argument used to gain popular and political support for such measures has been precisely that of economy. There can be little doubt that the view is widely held that education can be more efficiently operated and that in part this can be accomplished by consolidating central policy-making responsibilities.

The Committee was concerned about and gave considerable attention to the argument that the establishment of a comprehensive State Board of Education would cause a rapid mushrooming of bureaucracy and a concommitant decline in the quality of professional staff. In the last analysis, it concluded that there is no inevitability of this. Bureaucracies do grow and will grow, but only so much as they are permitted to grow. With effective leadership there is no reason why consolidation should bring with it an enormous bureaucratic expansion with its attendant abuses. It could well be argued, to the contrary, that separate agencies striving to sustain and expand their own interests generate greater pressure toward bureaucratization than a single consolidated agency. An often cited textbook example of this phenomenon is the long-standing competition between the U.S. Army Corps of Engineers, the Bureau of Reclamation of the U.S. Department of the Interior, and certain units of the U.S. Department of Agriculture. However, the Committee concluded that considerations of this sort should not be determinative in any sense. The concept of a comprehensive, bicameral State Board of Education should be evaluated on its merits rather than on a spurious presumption of bureaucratic expansion. If a comprehensive Board makes sense, then it should be established and its leadership charged, like the leadership of any other agency, with exerting effective control over its administrative apparatus and any tendencies toward bureaucratization.

In the view of the Committee, the two-chamber Board with a comprehensive scope would be quite consistent with the 1970 Illinois Constitution and the intent of its framers. The Constitution says nothing directly about scope but it mentions only ***one*** board in its education article. The minimal implication is that the framers of the Constitution wanted to

leave open the possibility of a comprehensive Board. The report of the Committee on Education of the Constitution Convention seems to substantiate this:

Some Committee members wish the State Board to have responsibility for all education, including higher education, while others would limit its authority to the elementary and secondary schools. The Committee recommends that no determination on the State Board's responsibility be written into the Constitution. This determination should be made by the General Assembly.*

The fact that the Constitution only mentions one board, however, seems to make that document by implication more supportive of a single-board, two-chamber concept such as is proposed herein than a system of two or more separate boards. This may only be a constitutional nicety, but it is indicative of a more pragmatic problem. If two juridically separate boards were to be authorized, one would be sanctioned by the Constitution, the other not. This inequality might in turn give the Constitution-based State Board and the institutions and systems of basic education connected to it a very considerable advantage in placing their interests before the public, the General Assembly and the Governor. If, on the other hand, the policy-making structures of both the higher and the basic education areas enjoyed equal Constitutional status by being components of a single Board, the concerns of each would be less likely to enjoy any such advantage of legitimacy of propriety. Lastly, the single-board structure would give higher education an equal voice in determining the State's Chief Education Officer, which should be a matter of some interest to the higher education community.

Finally, it should be noted that while a two-chamber, comprehensive State Board of Education would be unique for Illinois, it is not without precedent in the United States. The State of New York does not provide a perfect parallel, but the Board of Regents of that State with its higher educational and elementary/secondary educational standing committees provides a similar pattern. That Board has been in existence since 1784, and while it is not without its critics, it certainly presides over one of the most distinguished systems of education in the country. Most recently in its constitutional reform the State of Montana voted to establish a State Board of Education, composed of two equal-sized divisions: a board of regents of higher education and a board of public education. The new structure is almost identical to the Board proposal herein and is intended to work with a similar degree of division of labor. It would be misleading, however, to give the impression that many precedents exist in American education for such a State Board of Education. Most of American education has not come this far, and if Illinois were to establish such an institution, it would be leading the way. The Committee on School Governance feels, however, that the trends in education in this country are so strong that it is certain Illinois would soon be joined by many other states.

RECOMMENDATION NO. 4

THE RELATIONSHIP OF THE STATE BOARD OF EDUCATION AND IN PARTICULAR THE COUNCIL ON HIGHER EDUCATION TO THE INSTITUTIONAL GOVERNING SYSTEMS OF HIGHER EDUCATION SHOULD REMAIN THE SAME AS THAT

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* Sixth Illinois Constitutional Convention, **Committee on Education Proposal Number 1**, April 14, 1970, p. 17.

WHICH PRESENTLY EXISTS BETWEEN THE BOARD OF HIGHER EDUCATION AND THESE INSTITUTIONAL GOVERNING SYSTEMS. (THE COMMITTEE FEELS THAT THIS RECOMMENDATION SHOULD NOT PRECLUDE FUTURE EVALUATIONS OF THE "SYSTEM OF SYSTEMS" CONCEPT.)

RECOMMENDATION NO. 5

THE CONCEPT OF LOCAL DIRECTION OF PUBLIC SCHOOL AFFAIRS AND IN THE HIGHER EDUCATION AREA THE CONCEPT OF INSTITUTIONAL AUTONOMY SHOULD BE OBSERVED BY THE STATE BOARD OF EDUCATION AS ESTABLISHED PRINCIPLES WHICH SHOULD GUIDE THE DEVELOPMENT OF STATE EDUCATIONAL POLICY.

The Committee on School Governance felt that it had neither a mandate nor the resources to make an in depth evaluation on the "system of systems" structure of governance in higher education. There was also some difference of opinion within the Committee over how great a need existed for reexamination of higher education governance. In general, however, the members of the Committee agreed that the creation of a comprehensive, bicameral State Board of Education would not ***per se*** necessitate substantial alternations in the policy-making patterns that exist between the Board of Higher Education and the institutional governing systems under it. And given this fact, most members agreed that it would be unwise to recommend major changes in the "system of systems" framework during the period of transition to the new State Board of Education. In part, this view was based on a recognition that the Board of Higher Education has made impressive progress in developing a coordinative and planning framework for higher education and on an unwillingness to risk jeopardizing that progress by hasty action. It was also based on the feeling that the element of continuity which could be brought to a new State Board of Education by shifting the higher education operation intact would provide a steadying influence during the transition. Lastly, there existed some feeling within the Committee that a review of higher education governance at this time was unnecessary given the fact that Committee "N" of the Board of Higher Education had completed its last analysis only two years ago. For all of these reasons, the Committee on School Governance decided that no change should be recommended in the "system of systems" structure at this time.

The Committee concurred in the view, however, that the questions of the appropriate relationship between the institutional governing structures of higher education and the statewide authority, and the utility of the "system of systems" relationships should be matters of concern in making a final determination on the appropriate powers and duties of the State Board of Education. Further, it agreed that its recommendation should not be taken to suggest that future evaluations of the "system of systems" concept and modifications of it would be undesirable or unnecessary. The nature of governance in higher education ought to be a legitimate area of concern to the State Board of Education and its Council on Higher Education, just as it has been to the Board of Higher Education.

Lastly, in the opinion of the Committee, the time-tested principles of local direction of school affairs and university autonomy should be adhered to in any system of governance under a State Board of Education. There will inevitably be adjustments in the relationships between State authority and local/institutional authority as a consequence of changing needs, attitudes, and societal conditions. However, the Committee felt that

there was no reason to fear that the creation of a new State Board of Education would in any way jeopardize this educational tradition, and recommended that it continue to be viewed as a fundamental principle of Illinois education.

INTRODUCTION

Except in one instance, the Illinois Constitution does not precisely specify the powers and duties of the State Board of Education. Article X, Section 2 provides:

(a) The Board, except as limited by law, may establish goals, determine policies, provide for planning and evaluating education programs and recommend financing. The Board shall have other such powers and duties as provided by law.

(b) The State Board of Education shall appoint a chief state educational officer.

The Committee on School Governance agrees that the State Board should establish goals, determine policies, provide for planning and evaluating education programs, and recommend financing. Given the rather general character of the constitutional language and the limiting provision--"except as limited by law," it is clear that the General Assembly's authority to define the State Board's powers and duties is plenary. However, the responsibility for designating a Chief State Educational Officer is the State Board's alone.

In defining the State Board's powers and duties, several obvious options are available to the General Assembly. The enabling legislation may set forth powers and duties which are specific and limited in number, general and sweeping in nature, or specific and numerous. The General Assembly may simply transfer to the State Board all those powers and duties presently vested in the Office of the Superintendent of Public Instruction, the Illinois Board of Higher Education, and the Board and Division of Vocational and Technical Education. Finally, the General Assembly may decide to postpone a determination of the State Board's powers and duties until such time as the matter has been thoroughly studied by a legislative commission and recommendations have been formulated by such a commission.

In its consideration of these options, the Committee has been mindful of the experiences of other states and has reviewed legislative proposals, introduced in Illinois in 1971 and 1972, which in varying degrees have attempted to define the State Board's powers and duties.

RECOMMENDATION NO.6

THE POWERS AND DUTIES OF THE STATE BOARD BEFORE JANUARY, 1975, SHOULD BE LIMITED TO THE FOLLOWING:

A. APPOINTING A CHIEF STATE EDUCATIONAL OFFICER, IN THE EVENT A VACANCY OCCURS BEFORE THE TERM OF THE PRESENT SUPERINTENDENT OF PUBLIC INSTRUCTION EXPIRES;

B. DETERMINING THE QUALIFICATIONS, SALARY, TENURE, POWERS AND DUTIES OF THE CHIEF STATE EDUCATIONAL OFFICER;

C. INTERVIEWING CANDIDATES FOR THE POSITION OF CHIEF STATE EDUCATIONAL OFFICER;

D. APPOINTING A CHIEF STATE EDUCATIONAL OFFICER NO LESS THAN SIXTY DAYS BEFORE JANUARY, 1975.

E. DETERMINING PROCEDURES FOR STATE BOARD OPERATIONS, INCLUDING A DIVISION OF RESPONSIBILITY AMONG THE COMPONENTS OF THE STATE BOARD (TWO COUNCILS AND THE BOARD) FOR POLICY DEVELOPMENT AND APPROVAL.

F. ANALYZING THE STRUCTURE AND STAFF OF THE DEPARTMENT OF EDUCATION.

The Committee recommends that during a period commencing with the State Board's establishment and ending in January, 1975, the Board should possess limited powers and duties. This recommendation is made for two reasons. First, this time period gives the State Board an opportunity to attend to certain basic organizational tasks, the most important of which will involve the search for and designation of a chief state educational officer. Secondly, the State Board has an opportunity during this period to study the educational terrain, and to become acquainted with the vast responsibilities it will be expected to exercise beginning in 1975.

Furthermore, the Committee believes that the State Board's powers and duties should be limited until the term of the present Superintendent of Public Instruction expires. In order to avoid a constitutional conflict, the incumbent Superintendent's powers, duties, and prerogatives should remain in tact for the remainder of his term. To call upon him to surrender or to share with a new State Board powers and duties which are exclusively his by virtue of his election in 1970 may unnecessarily invite conflict and confrontation between the Superintendent and the State Board. The Committee believes that such crises are effectively averted by limiting the State Board's powers and duties before January, 1975.

RECOMMENDATION NO. 7:

BEGINNING IN JANUARY, 1975, THE STATE BOARD SHOULD ASSUME THOSE POWERS AND DUTIES CURRENTLY VESTED IN THE OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION, THE BOARD OF HIGHER EDUCATION, THE BOARD AND DIVISION OF VOCATIONAL AND TECHNICAL EDUCATION, AND SUCH OTHER POWERS AND DUTIES AS MAY BE PRESCRIBED BY LAW.

Consistent with the Committee's view that the State Board's authority should extend over all levels of education, it is recommended that enabling legislation "transfer" to the State Board those powers and duties presently vested in the Office of the Superintendent of Public Instruction, the Board of Higher Education, and the Board and Division of Vocational and Technical Education. These powers and duties would include not only those prescribed by law, but would also include those derived from the administrative rule-making authority of these agencies.

The Committee realizes that various State agencies, other than the three specified here, are engaged in programs which are essentially educational in character. Therefore, the continued operation of such programs by the Department of Education and Registration,

the Department of Children and Family Services, and the Department of Mental Health should be reviewed by the General Assembly, and where appropriate such programs should be transferred to the State Board. Such an analysis, in the Committee's view, will reveal that resources for educational programs are not optimally utilized in Illinois as a result of duplication and the lack of coordination among these agencies.

The Committee believes that the achievement of new levels of coordination between basic education and higher education and the preservation of the independence traditionally enjoyed by these two communities are not mutually exclusive objectives. Both are achievable, if responsibility for Illinois education is divided among the components of the State Board. In other words, certain exclusive powers and duties should be vested in the Basic Education Council, the Higher Education Council, and the State Board itself.

The Committee does not recommend, for reasons of complexity and impracticality, that the General Assembly endeavor to enumerate all of the powers and duties of a State Board and the two Councils. For example, the **School Code of Illinois** is replete with provisions which either grant powers to or impose duties on the Office of the Superintendent of Public Instruction. To try to incorporate all of those provisions into legislation creating the State Board would be a cumbersome, if not a herculean, undertaking.

Therefore, the Committee recommends that the enabling legislation specify only those powers and duties, which in the General Assembly's view, are of overriding importance. Powers and duties of lesser consequence should be incorporated by way of a general mandate which legislatively transfers remaining authority from existing agencies to the newly created State Board and/or the two Councils.

STATE BOARD OF EDUCATION

The State Board should be granted only those powers and duties necessary to coordinate all levels of education, prekindergarten through graduate school. The only limitations on the powers and duties of the Basic Education Council and the Higher Education Council should be the legislatively specified powers and duties of the Board.

RECOMMENDATION NO. 8

BEGINNING IN JANUARY, 1975, THE STATE BOARD SHOULD:

A. ANALYZE THE PRESENT AND FUTURE NEEDS AND GOALS OF ILLINOIS EDUCATION. (THE STATE BOARD SHOULD UPDATE AND INTERFACE *ACTION GOALS FOR THE 70's* AND THE *MASTER PLAN FOR HIGHER EDUCATION*.)

B. PROVIDE FOR RESEARCH, PLANNING, AND EVALUATION OF ILLINOIS EDUCATION.

C. DETERMINE THOSE POLICIES DIRECTLY EFFECTING BOTH BASIC AND HIGHER EDUCATION AND ESTABLISH FISCAL MANAGEMENT PROCEDURES AND SUCH STAFFING ARRANGEMENTS AS ARE REQUIRED TO COORDINATE PROGRAMS INVOLVING BOTH BASIC AND HIGHER EDUCATION, INCLUDING, BUT NECESSARILY LIMITED

TO, OCCUPATIONAL EDUCATION, ADULT AND CONTINUING EDUCATION, TEACHER PREPARATION AND CERTIFICATION.

D. RECOMMEND TO THE GENERAL ASSEMBLY A NECESSARY PROGRAM FOR FINANCING ILLINOIS EDUCATION, BASED ON RECOMMENDATIONS OF THE BASIC EDUCATION COUNCIL AND THE HIGHER EDUCATION COUNCIL.

E. APPOINT A CHIEF STATE EDUCATIONAL OFFICER.

F. PERFORM ALL OTHER DUTIES AND EXERCISE ALL OTHER POWERS ASSIGNED TO THE FULL BOARD BY LAW OR A MAJORITY VOTE OF BOTH COUNCILS.

BASIC EDUCATION COUNCIL

The Basic Education Council should be granted those powers and duties commensurate with its authority over public education, prekindergarten through the secondary level.

RECOMMENDATION NO. 9

THE BASIC EDUCATION COUNCIL SHOULD FULFILL THE RESPONSIBILITIES OF THE OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION AND THE DIVISION OF VOCATIONAL AND TECHNICAL EDUCATION. IT SHOULD:

A. MAKE ALL RULES AND REGULATIONS, ESTABLISH ALL STANDARDS, AND PRESCRIBE ALL GENERAL POLICIES AND ALL GUIDELINES NECESSARY FOR THE SAFE, EFFICIENT, AND EFFECTIVE OPERATION OF THE SCHOOLS PURSUANT TO LAW;

B. FORMULATE AND IMPLEMENT POLICIES REGARDING THE SUPERVISION AND RECOGNITION OF THE SCHOOLS;

C. APPROVE FOR SUBMISSION TO THE STATE BOARD OF EDUCATION RECOMMENDATIONS FOR FINANCING BASIC EDUCATION;

D. DETERMINE STANDARDS FOR THE DEVELOPMENT, EXPANSION, COORDINATION, AND EFFICIENT UTILIZATION OF THE FACILITIES, CURRICULA, AND PERSONNEL ENGAGED IN BASIC EDUCATION IN ILLINOIS;

E. PROMOTE AND AID IN THE ESTABLISHMENT OF VOCATIONAL SCHOOLS AND CLASSES OF THE TYPES AND STANDARDS PROVIDED FOR IN THE PLANS OF THE COUNCIL, AS APPROVED BY THE FEDERAL GOVERNMENT;

F. PERFORM ALL OTHER DUTIES AND EXERCISE ALL OTHER POWERS, UNLESS OTHERWISE SPECIFIED, WHICH ARE CURRENTLY DELEGATED BY LAW OR DERIVED FROM THE ADMINISTRATIVE RULES OF THE OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION AND THE BOARD OF VOCATIONAL AND TECHNICAL EDUCATION.

HIGHER EDUCATION COUNCIL

The Higher Education Council should be granted those powers and duties commensurate with its authority over postsecondary and higher education.

RECOMMENDATION NO. 10

THE HIGHER EDUCATION COUNCIL SHOULD FULFILL THE RESPONSIBILITIES OF THE BOARD OF HIGHER EDUCATION.

A. ANALYZE ALL BUDGET REQUESTS OF STATE INSTITUTIONS OF HIGHER LEARNING;

B. APPROVE FOR SUBMISSION TO THE STATE BOARD OF EDUCATION A BUDGET;

C. ANALYZE THE PRESENT AND FUTURE AIMS, NEEDS AND REQUIREMENTS OF HIGHER EDUCATION, AND UPDATE A MASTER PLAN FOR THE DEVELOPMENT, EXPANSION, INTEGRATION, COORDINATION AND EFFICIENT UTILIZATION OF THE FACILITIES, CURRICULA AND STANDARDS OF HIGHER EDUCATION IN THE AREAS OF TEACHING, RESEARCH AND PUBLIC SERVICE;

D. APPROVE ALL NEW UNITS OF INSTRUCTION, RESEARCH AND PUBLIC SERVICE UNDERTAKEN BY THE STATE INSTITUTIONS AND THEIR GOVERNING BOARDS;

E. PERFORM ALL OTHER DUTIES AND EXERCISE ALL OTHER POWERS CURRENTLY DELEGATED BY LAW OR DERIVED FROM THE ADMINISTRATIVE RULES OF THE BOARD OF HIGHER EDUCATION.

In addition, the Committee believes that those activities relating to postsecondary education, but performed presently by the Office of the Superintendent of Public Instruction, should be transferred to the Higher Education Council rather than to the Basic Education Council. For example, the Office of the Superintendent of Public Instruction, pursuant to the Private Colleges, Junior Colleges, and Universities Act and the Degree-Granting Institutions Act, is responsible for approving and regulating private higher education in Illinois and for preventing fraud and deception in this area. The assumption by the Higher Education Council of this and similar programs would, in the Committee's view, be enormously helpful in clarifying the authority of the two Councils.

The Committee recommends the aforementioned division of authority in the belief that it preserves the autonomy of both basic education and higher education while simultaneously providing a vehicle for cooperative and coordinated ventures. ***The particular prerogatives of the two Councils should be limited only to the extent that the State Board exercises the aforementioned powers and duties. All other powers and duties, unless otherwise specified by law, should be presumed to be reserved for one or the other of the two Councils. Except as specified above, the principal foci of the State Board's authority should be the Basic Education Council and the Higher Education Council.*** The Committee further recommends that any alteration of this division of responsibility be permitted only pursuant to law or a majority vote of both Councils.

RECOMMENDATION NO. 11

BEGINNING JANUARY, 1975, A LEGISLATIVE COMMISSION INVOLVING THE PARTICIPATION OF THE GENERAL ASSEMBLY, THE GENERAL PUBLIC, AND THE STATE BOARD OF EDUCATION SHOULD CONDUCT A THOROUGH STUDY OF THE POWERS AND DUTIES OF THE STATE BOARD AND RELATED MATTERS WITH RECOMMENDATIONS ON THESE SUBJECTS PRESENTED TO THE GENERAL ASSEMBLY TWO YEARS THEREAFTER.

If time were not of the essence, the Committee would have recommended that the powers and duties of the State Board not be determined until after an extended period of review and fact-finding. Such a study and the resulting recommendations would then be submitted to the General Assembly for its consideration. It is doubtful, however, that a study of this nature could be completed before January, 1975. An alternative is to simply enact legislation that specifies powers and duties. However, the Committee agrees with Professor Edwin Bridges that if the latter alternative is chosen, "Illinois, in all likelihood, will lose an irretrievable opportunity to create a vital, positive force for improving the effectiveness and efficiency of educational services in this State."*

With due regard for the constraints facing the General Assembly relative to time, the Committee recommends that the State Board be granted the powers and duties discussed above, but concurrently that a legislative commission be authorized to conduct an extensive study of these and related matters which this Committee has not considered and the General Assembly may not have an opportunity to consider in depth before the establishment of the State Board.

This study is recommended, because there is no unanimous sentiment relative to the issue of powers and duties. A review of State Board proposals introduced in the General Assembly to date reveals that there is no agreement among legislators on this question. Most of these proposals do not include goal-setting, program evaluation, and planning as enumerated powers. However, these activities are increasingly recognized as necessary components of educational leadership. Even the State Constitution makes reference to these powers and duties.

Some of these same proposals have tried to enumerate with specificity the State Board's functions by simply reciting powers and duties presently possessed by the Office of the Superintendent of Public Instruction. Unfortunately, those enumerations have not been comprehensive. No references, for example, are made to the State Board's responsibilities in relation to adult education, special education, and bilingual education; but presumably these are areas over which a State Board would have authority. These proposals do not define the State Board's relationship to private education, both not-for-profit and proprietory, or to the nonschool aspects of education, like educational television, museums, and libraries. And although vocational and technical education is increasingly viewed as a necessary and essential component of basic education, there are no provisions calling for the integration of vocational education into the basic educational program of the State.

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* Edwin Bridges, "How Shall The State Board of Education's Structure, Powers, and Functions be Decided?," 1971, p. 3.

A period of study and fact-finding is recommended because of the obvious danger of either omitting unintentionally some functions which a State Board should perform or including others which are no longer relevant. This study would enable the General Assembly to assess this matter and, based on its findings, amend if necessary its original mandate to the State Board.

A State Board with fact-finding and review emphasis is not without precedent in Illinois. The Illinois Board of Higher Education has developed a Master Plan. As a result of two and one-half years of preparation, which included significant input from lay citizens and professionals, the Board presented the General Assembly with twenty-seven bills, all of which were unanimously passed.

One explanation for the generally noninfluential quality of some state boards of education is the absence of clearly understood missions. That state boards frequently do not understand where they are going educationally or how they are going to get there is a result partly of a mindless accumulation of functions which on paper, at least, appear to have equal importance. As Professor Bridges has noted:

Nearly every state agency has a multitude of functions to perform. In most cases these functions have been accumulated through the years by isolated actions of the state legislature. There is little evidence to suggest that any single person or group has ever asked whether these functions were appropriate in terms of any presumed central thrust or core purpose of the state board. In consequence, the functions have equal priority and bear no visible relationship to one another. Under such conditions board members, like other individuals, associate with institutions that lack a clear sense of direction, find themselves bogged down with hundreds of minor details or involved in time-consuming debates about what the agencies' priorities should be. Without a well-formulated mission, organizations inevitably yield pedestrian outcomes; state boards are no exception.*

The Committee believes that a study commencing in January, 1975, would permit a thoughtful examination of the appropriateness of the functions which the State Board will initially be called upon to perform. The people of Illinois want and, indeed, deserve a State Board that will yield more than "pedestrian outcomes." Should the General Assembly decide simply to assign certain powers and duties to the State Board or to adopt legislation patterned after the statutory provisions of a neighboring state (thus, subjecting Illinois to the problems inherent in such legislation), the outcome--given the performance of state boards elsewhere--will be predictable. Those who believe that all of these issues must be irrevocably resolved in the "here and now" should, in the Committee's view, be pressed to defend their stance.

Therefore, the Committee urges the incorporation into the enabling legislation a provision for a period of study and fact-finding. The study should include, but not necessarily be limited to, the following matters:

a. An analysis of the appropriate relationship between the State Board and local boards of education, regional educational services and programs, State agencies, the "system of systems," public universities and colleges, private educational institutions, and the Federal Government.

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* Edwin Bridges, "How Shall the State Board of Education's Structure, Powers, and Functions be Decided?," pp. 4 and 5.

b. An analysis of the powers and duties which should be exercised by the State Board and the Basic Education Council and the Higher Education Council.

c. An analysis of the relationship between the State Board and the nonschool aspects of education, i.e., ETV, museums, libraries, etc.

d. An analysis of the present and future aims, needs, and requirements of education, including the development, expansion, coordination and efficient utilization of the facilities, curricula, and personnel engaged in education in Illinois.

The Committee recommends that staff assistance should be provided the study commission by the Department of Education.

SUMMARY

The Committee recommends that the General Assembly establish the State Board at the earliest possible date, preferably by late 1973 or early 1974. It recommends that the powers and duties of the State Board before January, 1975, be specific and limited by law to general "housekeeping" and organizational matters. However, upon the expiration of the present Superintendent of Public Instruction's term in January, 1975, the State Board should assume those powers and duties currently exercised by the Office of the Superintendent of Public Instruction, the Board of Higher Education, and the Board and Division of Vocational and Technical Education.

Beginning in January, 1975, a special legislative commission, with participation of State Board members, should conduct an extended study of the Board's powers, duties, and relationships to other educationally related agencies. The recommendations of this commission will provide the General Assembly with a foundation for either defining in greater detail or refining, if necessary, its initial determination of the State Board's powers and duties. The commission's report should be completed by January of 1977.

To preserve the basic autonomy, integrity, and separativeness of decision-making in the elementary-secondary education and higher education spheres, legislation establishing the State Board should require a clear division of responsibilities between the Board and the Basic Education Council and the Higher Education Council. The Committee recommends that the **Basic Education Council** generally fulfill those responsibilities presently performed by the Office of the Superintendent of Public Instruction and the Division of Vocational and Technical Education. The **Higher Education Council** should generally assume those powers and duties now vested in the Board of Higher Education. The **State Board**, on the other hand, should make policies and establish such mechanisms and staffing arrangements ***as are necessary to coordinate programs and planning between basic education and higher education***. The State Board, for example, would have general responsibility for fiscal management of the entire agency and for coordination of programs relating to research and planning, occupational education, adult and continuing education, and teacher preparation and certification.

Chief State Educational Officer,
State Department of Education,
and Staff Services

RECOMMENDATION NO. 12:

IN ACCORD WITH THE PROVISIONS OF THE 1970 ILLINOIS CONSTITUTION, THE CHIEF STATE EDUCATIONAL OFFICER SHALL BE SELECTED BY THE STATE BOARD OF EDUCATION. A MAJORITY VOTE BY MEMBERS OF EACH COUNCIL, PRESENT AND VOTING, SHOULD BE REQUIRED FOR APPOINTMENT.

One of the most significant acts of the two Councils of the State Board will be the selection of a Chief State Educational Officer. Administration of policies of the two Councils and the State Board, effective and systematic planning for educational improvement, and continuous evaluation of the process of educational systems in the State all require a highly competent Chief State Educational Officer. This Officer must possess a broad perspective, creative administrative abilities, and the ability to organize a staff which is competent and committed to the missions and goals for Illinois education.

A State Board is only as effective as the staff which serves it. As a result, the two Councils should take great care in the selection of that staff. Both Councils must feel confident that the Chief State Educational Officer possesses the necessary vision and creative administrative abilities to serve the causes and missions of both basic and higher education. In addition, he or she must be able to bring to bear coordinated efforts of the staff of the State Department of Education in such critical areas as vocational education, adult and continuing education, and teacher preparation and certification. As a result, it is very important that a majority of each Council approve the selection of the Chief State Educational Officer.

RECOMMENDATION NO. 13:

THE CHIEF STATE EDUCATIONAL OFFICER SHOULD SERVE AS A NONVOTING EXECUTIVE SECRETARY TO EACH OF THE TWO COUNCILS AND TO THE STATE BOARD. THE STATE BOARD SHOULD DETERMINE THE POWERS AND DUTIES OF THE CHIEF STATE EDUCATIONAL OFFICER.

The Committee feels that a specific delineation of the relationship between the Chief State Educational Officer and the State Board should be left to the Board. To attempt to list all responsibilities in the enabling legislation would be premature and could tend to hinder a productive and dynamic relationship between the Board and its Chief Executive Officer.

The Council of Chief State School Officers has suggested several basic functions which could provide a framework for a more specific definition of this relationship. According to this study, the Chief State School Officer should:

a) Serve as executive officer of the Board.
b) Promote efficiency and improvements in the State system of public education.
c) Recommend to the State Board such policies and regulations as he deems necessary for educational progress.
d) Delegate duties and responsibilities to the staff of the State Department of Education.
e) Prepare the proposed budget of the State Educational Agency for the State Board of Education, explain and justify such budget before the Governor and the Legislature, and administer same as approved by the Legislature.

f) Establish and maintain, under the policies of the State Board of Education, a system of personnel administration for the staff of the State Department of Education.

In addition, such issues as staff recruitment, development and retention; analysis of alternative organizational structures to serve the Councils and the Board; and patterns for coordinated staff efforts will require careful development of administrative responsibilities of the Chief State Educational Officer.

RECOMMENDATION NO. 14:

THE STATE BOARD SHOULD DETERMINE THE QUALIFICATIONS, TITLE, AND TENURE OF THE CHIEF STATE EDUCATIONAL OFFICER. THE STATE BOARD SHOULD RECOMMEND TO THE GENERAL ASSEMBLY THE SALARY FOR THE CHIEF STATE EDUCATIONAL OFFICER.

The Committee feels that the enabling legislation should not specify tenure and salary of the Chief State Educational Officer. Rather, these issues should be left to the discretion of the State Board for final decision. To legislate salary and tenure before the Board is convened could conceivably hamper the Board's selection of the most qualified candidate.

There are widely divergent patterns of tenure policies across the nation. Among the twenty-six states in which chief state educational officers are appointed by state boards of education, nineteen commissioners serve at the pleasure of the board. Figure No. 1 represents the tenure policies in these twenty-six states.

Salaries for chief state educational officers vary from a low of $16,000 in South Dakota to a high of $51,275 in New York. In most large urban states, the general pattern is that chief state educational officers receive a salary which is lower than that of superintendents of local urban school districts or of presidents of universities. Figure No. 2 provides the salary pattern across the nation.

RECOMMENDATION NO. 15:

STAFF SERVICES FOR THE STATE BOARD OF EDUCATION AND EACH OF ITS COUNCILS SHOULD BE PROVIDED BY THE STATE DEPARTMENT OF EDUCATION UNDER THE GENERAL SUPERVISION OF THE CHIEF EDUCATIONAL OFFICER.

RECOMMENDATION NO. 16:

THE STATE DEPARTMENT OF EDUCATION SHOULD CONSIST OF THOSE AGENCIES AND DEPARTMENTS PRESENTLY DELIVERING EDUCATIONAL SERVICES AND PROGRAMS, INCLUDING THE OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION, THE BOARD OF HIGHER EDUCATION, AND THE DIVISION OF VOCATIONAL AND TECHNICAL EDUCATION.

In considering the question of how to provide staff services for the new State Board of Education, the Committee on School Governance came to the conclusion that the crea-

Figure No. 1

Term of Office for Chief State Education Officers Appointed by State Boards of Education

State	Term of Office						
	Pleasure SBE	Pleasure Governor	Indefinite	1 Year	3 Year	4 Year	Not to Exceed 5 Years
Alabama	X						
Alaska							X
Arkansas		X					
California	X						
Connecticut	X						
Delaware				X			
Washington DC					X		
Hawaii	X						
Iowa						X	
Kansas	X						
Maryland						X	
Massachusetts	X						
Michigan	X						
Minnesota						X	
Missouri	X						
Nebraska	X						
Nevada	X						
New Hampshire	X						
New Mexico	X						
New York	X						
Ohio	X						
Rhode Island	X						
Texas						X	
Utah	X						
Vermont	X						
West Virginia	X						
Guam	X						
American Samoa			X				

Figure No. 2

Salaries of Chief State Education Officers
July, 1972

State:	Salary:	State:	Salary:	State:	Salary:
Alabama	$23,500	Kentucky	$22,500	Oklahoma	$25,000
Alaska	33,000	Louisiana	26,500	Oregon	25,000
American Samoa	28,000	Maine[3]	22,800	Pennsylvania	30,000
Arizona[1]	17,000	Maryland	38,300	Puerto Rico	25,000
Arkansas	22,000	Massachusetts	30,000	Rhode Island	40,500
California	35,000	Michigan	39,550	South Carolina	30,000
Canal Zone	32,000	Minnesota	29,400	South Dakota[5]	15,000
Colorado	35,000	Mississippi	22,100	Tennessee	25,000
Connecticut[2]	35,736	Missouri	36,504	Texas[6]	31,500
Delaware	34,000	Montana[4]	13,750	Trust Territory of the Pacific Islands	25,000
Florida	36,000	Nebraska	21,900	Utah	27,468
Georgia	28,000	Nevada	23,664	Vermont	25,000
Guam	19,000	New Hampshire	23,554	Virginia	31,500
Hawaii	33,275	New Jersey	38,000	Virgin Islands	26,700
Idaho	18,000	New Mexico	24,960	Washington	22,500
Illinois	30,000	New York	51,275	West Virginia	39,900
Indiana	25,000	North Carolina	28,500	Wisconsin	21,000
Iowa	26,000	North Dakota	18,000	Wyoming	17,000
Kansas	29,012	Ohio	40,000		

1 Arizona - $24,000, effective 1/1/73
2 Connecticut - $36,036, effective 9/15/72
3 Maine - $23,500, effective 9/1/72
4 Montana - $17,500, effective 1/1/73
5 South Dakota - $16,000, effective 1/1/73
6 Texas - salary effective 8/31/72

tion of a comprehensive and bicameral State Board would give compelling logic to a parallel consolidation of the statewide educational administrative structures into a single State Department of Education. Such a structure would provide the kind of resources and implementing capabilities that would enable the State Board to exercise a strong planning and coordinative influence over all of education. The character of any State Board of Education will be heavily influenced by the character of its staff. At present, Illinois divides the responsibilities for educational administration among a multitude of administrative agencies, an arrangement that makes planning difficult in such "peripheral" educational fields as adult education and which impedes coordination and effective policy-making in areas, such as vocational education, where common-school education overlaps higher education. If the staff support for the proposed State Board were to be obtained from this disparate group of agencies, the coordinative impact of the Board would obviously be greatly diminished. Further, the interest of each agency in controlling its own resources would probably undercut the workability of such an arrangement. Alternatively, if the Board were given a small staff which was kept separate from the existing administrative agencies, the Board would very likely have to rely on inadequate information and expertise and might experience considerable problems in getting its policies fully implemented. In contrast, if the staff services for the State Board were provided by a consolidated State Department of Education, problems of insufficient support and/or duplication of effort would be minimized, and the Board would have the sort of administrative capability that would enable it to offer real educational leadership in the State.

At the administrative level, a consolidation of the State's educational administrative apparatus would mark a very significant advance in coordination of educational policy. Through this, much of the duplication of effort that exists in certain areas could be eliminated and inadequacy of effort that exists in other areas rectified. In fields such as adult education, where a great number of agencies have been funding and conducting activities, a significant organizational simplification would be possible. Consolidation would also facilitate the planning work of the State Board, because it would permit much of the background information and data to be accumulated within the agency. In areas of administrative overlap, consolidation would permit a better utilization of personal resources with resulting gains in efficiency. Finally, the creation of a single State Department would permit a balanced and orderly administrative budget allocation in the future with a resultant balanced development of staff resources in all areas of education in accordance with the State's educational needs and priorities.

RECOMMENDATION NO. 17:

THE ORGANIZATIONAL STRUCTURE OF THE STATE DEPARTMENT OF EDUCATION SHOULD BE DEVELOPED TO ASSURE THE RELATIVE AUTONOMY OF EACH COUNCIL AND AT THE SAME TIME PROVIDE FOR EFFECTIVE COORDINATION OF VOCATIONAL EDUCATION, ADULT AND CONTINUING EDUCATION, TEACHER PREPARATION AND CERTIFICATION, AND OTHER AGENCY-WIDE FUNCTIONS INCLUDING RESEARCH, PLANNING AND FISCAL MANAGEMENT.

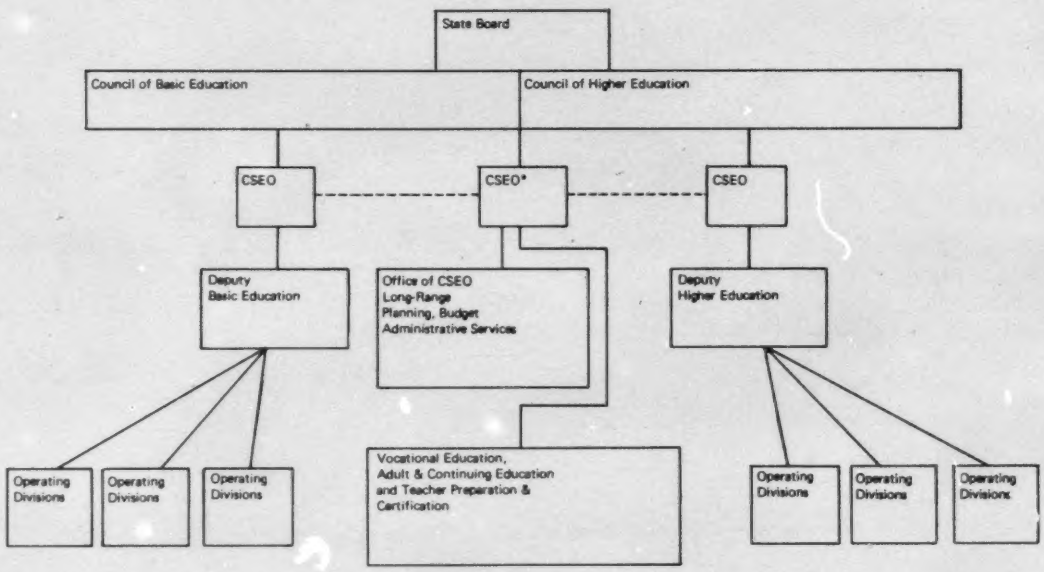
While the Committee on School Governance strongly supports the concept of an administrative consolidation, it also recommends that an administrative division of labor be established that reflects the bicameral structure of the State Board of Education. In the Committee's view, existing patterns of decision-making and administrative/governance relationships should be disturbed as little as possible by consolidation, particularly in the area of higher education where a system of considerable complexity is now in operation.

The administration of Council and Board policy in two spheres which have relatively different missions and problems will require top management assistance to the Chief State Educational Officer. To be effective, the Chief State Educational Officer will need to devote the majority of the efforts of that office to long-range planning, coordination, and policy analysis. To free the Chief for these essential and vital tasks, it will be necessary to appoint a top administrative officer for each of the two spheres. Under the supervision of the Commissioner, these top administrators must be concerned with the "here and now" of policy implementation and administration. In order to be responsive to the needs and policies of each respective Council, the Chief State Educational Officer must be able to assure the Council that its policies are administered with effectiveness, clarity, and efficiency. As a result, upon the recommendation of the Commissioner, the majority membership of each Council should formally approve the employment of a top administrative officer who, under the direction of the Chief, would be "second in charge" of that sphere.

Figure No. 3 presents a possible structure for the State Department of Education. This structure is structured around the principles explained above. It provides top administrative assistance to the Chief State Educational Officer for both basic and higher education. In addition, it presents a staffing pattern for coordination of such programs as vocational/occupational education, adult education, and teacher preparation. The chart is drawn to depict graphically the principles recommended in this section. However, the Committee makes no recommendation regarding the specific organizational structure of the State Education Department. This determination should be left to the Board and the Chief State Educational Officer.

Figure No. 3

A Possible Structure for the State Department of Education



Selection of
State Board Members

INTRODUCTION

The manner in which members of the State Board are to be selected is a decision which must be made by the General Assembly. The Illinois Constitution provides that members may be elected, appointed, or partially appointed and partially elected. The Constitution also requires that the membership of the State Board be regionally representative. Left unanswered are questions relating to the number, qualifications, and the length of terms of Board members.

The Committee has carefully considered these issues, and in reaching its conclusions, has sought to formulate recommendations considered sound and prudent from an educational point of view. While the Committee has not been unmindful of the possible political implications of its recommendations, political considerations were not permitted to outweigh what the Committee concluded were overriding educational considerations.

No issue, including the State Board's scope of authority, is likely to provoke livelier debate than the question of selection. "Who shall govern education in Illinois?" and "How shall the governors be chosen?" are questions which require us to re-examine and test some of the most fundamental precepts of our democracy. It became obvious to the Committee that compelling arguments could be advanced on every side of every issue, but that in the final analysis the Committee's recommendations had to be governed solely by educational considerations. James D. Koerner, the author of the book **Who Controls American Education?**, has aptly described the dilemma which faced the Committee.

Some boards are elected, some appointed by the governor, and some are constituted ***ex officio***; some have as few as three or five members, some over twenty; some members serve for only two years, some for thirteen; some boards meet every week, some only once a quarter.

In spite of the claims of professional educators and others for the superiority of one method or another of staffing these state offices, there is really no evidence to indicate that the selection, for instance, of a state board by the governor is better than selection by popular vote. . . . As in most government posts, if good people run for election, education in the state will be better off than if second-rate persons are appointed by the governor or somebody else - and vice versa. The customary recommendation of professional educators is that state boards be popularly elected on a nonpartisan ballot, and that the board should then appoint the superintendent to run the department of education and serve at the board's pleasure. It is as good a way as any but not clearly better than others.*

RECOMMENDATION NO. 18:

THE STATE BOARD SHOULD HAVE SEVENTEEN (17) MEMBERS.

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* James D. Koerner, **Who Controls American Education?**, Boston: Beacon Press, 1969, pp. 83 and 84.

RECOMMENDATION NO. 19:

STATE BOARD MEMBERS SHOULD BE APPOINTED BY THE GOVERNOR WITH THE ADVICE AND CONSENT OF THE SENATE.

The Committee was not unanimous in its decision that State Board members be appointed. There was no sentiment, however, for a totally elected Board. There was some support for a partially appointed-partially elected Board, but the complexities inherent in such an arrangement, it was generally agreed, could not be easily resolved.

Influencing the Committee's decision was its desire to see the establishment of a State Board which would attract citizens who would serve with distinction and with a knowledge of and genuine concern for education--a State Board whose membership was representative of the State's population in terms of age, sex, race, and socioeconomic status--a State Board whose members would not feel obliged to perform in a politically partisan manner. These criteria were applied to each method of selection, and it was the Committee's judgment that gubernatorial appointment was the most satisfactory method.

At the present time in this country, appointed boards of education outnumber elected boards three to one. As noted earlier, however, the record does not suggest that the actual performance of appointed boards is markedly different than the performance of elected boards. So while it is difficult to be dogmatic or categorical about the virtues of one or another method of selection, the Committee offers the following reasons for its decision:

1. The appointive process is likely to minimize more effectively the partisan political character and performance of the State Board than the elective process. Gubernatorial appointment would seem to comport with the 1970 Constitutional Convention's intent that public education be administered without regard to partisan political considerations, and that, accordingly, the State's Chief Educational Officer not be a product, as he has for a century, of the electoral process. The Committee recognizes that politics and education are inextricably woven together--that educational decisions are essentially political decisions. So while the Committee does not naively assert that an appointed State Board will be entirely free of politics, it firmly believes that the potential for partisanship is more easily sublimated with an appointed Board than with an elected Board.

2. The appointive process can guarantee, whereas the elective process cannot, that State Board members are broadly representative of the State's population in terms of experience, age, sex, race, and socioeconomic status. The Committee believes that all the people of Illinois should be represented on the State Board. Although young, poor, and minority people would be eligible to be candidates through the elective process, most, in fact, would be prohibited from such participation because of potentially exorbitant campaign expenses. The cost, as well as the very nature, of political campaigns would inevitably usher in the active participation of special interest groups and the political parties, all of which would endanger the representativeness and the nonpartisan character of the State Board. Although the election of delegates in 1969 to the Constitutional Convention was by law nonpartisan, the election of delegates, as well as the deliberations of the Convention, were in reality unabashedly partisan. The Committee believes that the prospects for the new State Board's success will be greatly enhanced if equal and easy access to Board membership is available to

all people, regardless of their circumstances and if the possibility of the State Board being dominated by a special interest group or political party is prohibited. The appointive process, it should be added, is more likely to attract those able men and women for State Board service who would be reluctant to plunge into the electoral arena as political candidates.

3. The appointive process, unlike the elective process, does not require the periodic redrawing or reapportionment of districts. The one man-one vote principle does not apply to a selection system under which State Board members are appointed on a regional basis. Given the probable need to reapportion elective districts every decade and the staggered terms of Board members, as recommended here, the enormous difficulties of electing Board members become all the more evident. It is quite conceivable, for example, that after reapportionment a district or districts could be deprived of representation for some time while other districts were disproportionately represented. Those problems simply do not occur under the appointive process.

4. Under an appointive process, the burden of accountability for the quality, representativeness, and performance of the State Board would rest principally with the Governor. Accompanying the power of appointment is the Governor's concomitant constitutional power to revoke executive appointments for cause. An elected member who is incompetent, neglects his duty, or is malfeasant in office cannot be easily recalled. The Governor's authority in this regard, as set forth in Article V, Section 10 of the Constitution, is clear. Some people believe that this is too much power to concentrate in the hands of one man. The Committee believes that the consenting role of the Senate on appointments, the staggered terms of members (most of which would be nonconcurrent with the Governor's term of office), and a grant by the General Assembly of real authority to the State Board would provide such checks and balances in the educational machinery as to prevent overreaching by the Governor. It should be noted, too, that the State Board of Education, like the Office of State Treasurer, Comptroller, and Secretary of State, is an autonomous executive agency which does not serve at the pleasure of the Governor as do the Code Departments. It is an independent agency. However, under an appointive process a large measure of responsibility for the quality of the State Board would be fixed in the Governor, and it is the Governor who would stand answerable to the people of Illinois for its performance.

5. The appointive process would permit the integration of some of the public members of the Board of Higher Education into the new State Board and the Higher Education Council. Such an accommodation would be impossible if members were elected.

Proponents of an elected Board argue that educational policy is extremely important, that the members of the State Board should have the highest possible prestige, and that, therefore, they should be close to the electorate. Only an elected Board can accomplish this, they argue. The Committee believes that the above considerations outweigh this contention. The Committee has observed that the electorate is frequently confused by such elections, particularly because of their low level of visibility and the highly specialized character of the issues. If elections for the University of Illinois Board of Trustees are any measure, the level of public interest in board elections is quite low and only a small percentage of the electorate has much knowledge of the candidates or the Board.

Although a partially elected-partially appointed State Board would appear to be a logical compromise between the electoral and appointive schools of thought, several uncertainties must be noted. One of these is the question of how these two types of members would mix and work together. The Committee believes that the differences in the character and the interests, if not the aspirations, of the two could cause a bad mix. It has been suggested that this approach could lead to feelings, if not assertions, of the greater legitimacy of the electoral group of representatives. Such a problem might well be mitigated if the two types of representatives were drawn from quite different constituencies and spoke for different clienteles and interests. Given the Constitutional requirement that the members be selected on a "regional basis," however, this would be difficult to achieve. It might require the creation of two different types of "regions" and given the present emphasis on and consciousness of the principle of one man-one vote, such an effort would undoubtedly draw a good deal of criticism. As long as equal population districts are viewed as being the basis of "fair" representation for elected representatives, there will be a strong inclination to consider them the logical basis for regional appointments to the same body.

Another uncertainty is whether such an arrangement, particularly if the appointed and elected members were drawn from different areas, would survive a test of constitutionality. The fact of election for some members would very likely accentuate the question of whether the regional requirement could be satisfied in any other way than by election. Lastly, there is some uncertainty about what effect a dual selection approach would have on encouraging or discouraging qualified persons to serve on the State Board. In general, it can be said that this pattern has seldom been tried, if ever, in this State or with regard to other state boards of education in this country.

RECOMMENDATION NO. 20:

FOUR (4) MEMBERS SHOULD BE APPOINTED FROM THE 1ST JUDICIAL DISTRICT WITHIN THE CITY OF CHICAGO; FOUR (4) MEMBERS SHOULD BE APPOINTED FROM THE 1ST JUDICIAL DISTRICT OUTSIDE OF THE CITY OF CHICAGO; EIGHT (8) MEMBERS SHOULD BE APPOINTED FROM THE FOUR REMAINING JUDICIAL DISTRICTS (TWO (2) FROM EACH DISTRICT); ONE (1) AT-LARGE MEMBER SHOULD BE APPOINTED AND DESIGNATED BY THE GOVERNOR AS CHAIRMAN OF THE STATE BOARD.

Mr. Paul Mathias, the Chairman of the Education Committee of the Constitutional Convention, indicated, in testimony before this Committee, that the purpose of requiring selection "on a regional basis" in the Education Article was primarily to insure that all geographic regions of the State had representation, not to insure necessarily that there would be regional "balance" that reflects the State's population distribution. Of course, the achievement of population balance, as noted earlier, is of the utmost importance if members of the State Board are elected. If members are appointed, however, the question of regionalism can be approached more flexibly. Regionalism can be defined broadly. Appointed members can be drawn from Cook County and Downstate, from various State administrative regions, or from the judicial districts, and in accord with a rough population balance or possibly without any reference to population.

The Committee, recognizing that the State is composed of three identifiable population components: the City of Chicago, suburban Cook County, and Downstate Illinois, recommends the use of the States's five judicial districts for purposes of satisfying the

requirement for regional representation. Slightly more than half (5,620,447) of the State's population of 11,113,976 resides outside of Cook County. Of the 5,493,529 people residing in Cook County, slightly more than half are to be found in the City of Chicago.

Because Cook County and the 1st Judicial District are co-terminus, the Committee recommends that eight (8) Board members be appointed from Cook County, four (4) from Chicago, and four (4) from suburban Cook County. Eight (8) additional members should be appointed from Downstate Illinois, with two being appointed from each of the four remaining judicial districts. The seventeenth member of the Board should be appointed on an at-large basis and designated by the Governor as Chairman of the State Board.

RECOMMENDATION NO. 21:

UPON APPOINTMENT TO THE STATE BOARD, THE GOVERNOR SHOULD INDICATE WHETHER AN APPOINTEE--WITH THE EXCEPTION OF THE STATE BOARD CHAIRMAN--IS TO SERVE ON THE BASIC EDUCATION COUNCIL OR THE HIGHER EDUCATION COUNCIL.

Given the problems which are peculiar to basic education and higher education, the Committee recommends that the Governor not only appoint members for the State Board, but designate on which of the two Councils each member is to serve. As a result of the additional requirement, the Governor will need to appoint members whose skills and knowledge are associated with either elementary-secondary education or higher education. The Committee believes that this approach is preferable to allowing Board members determine by agreement or lot the composition of the two Councils.

It is recommended that the at-large member not be assigned to a Council. However, the chairman of the State Board should serve as an ***ex officio*** member of both Councils and should be permitted to vote in the event ties occur.

RECOMMENDATION NO. 22:

STATE BOARD MEMBERS SHOULD SERVE FOR FIVE (5) YEAR TERMS AND THOSE TERMS SHOULD BE STAGGERED. THE LENGTH OF TERMS OF INITIAL MEMBERS SHOULD BE DETERMINED BY LOT AS FOLLOWS: 3 FOR 1 YEAR, 4 FOR 2 YEARS, 3 FOR 3 YEARS, 4 FOR 4 YEARS, AND 3 FOR 5 YEARS. SERVICE ON THE STATE BOARD SHOULD BE LIMITED TO TWO TERMS, EITHER FULL OR PARTIAL AND EITHER CONSECUTIVE OR NONCONSECUTIVE.

While the most important quality a State Board can possess is knowledge and familiarity with issues, the Committee believes that to be a viable decision-making structure such a body has to have great continuity. In New York, board members serve for thirteen years. In Illinois, it has been widely recommended that the terms of State Board members be between four and six years in length. The Committee recommends terms of five years. Opponents will argue that such long terms will result in elitism, and what is more important is frequent infusions of new blood and new ideas and a closeness to public opinion, characteristics that can best be achieved by considerably restricting tenure on the Board. Such infusions, as well as continuity, can be achieved, in the Committee's view, by providing for five-year terms which are staggered and by limiting membership on the Board

to two terms, either complete or partial terms. In other words, no one would serve on the State Board for more than ten years. Staggered terms are recommended in the belief that members of the Board should not represent the political conditions or educational attitudes existent at only one point in time and that they can provide a constant influx of new ideas and perspectives. It should be emphasized again that staggered terms is a method of preventing concurrency of the Governor's and Board members' tenure, thus foreclosing the prospect of gubernatorial domination of the State Board.

RECOMMENDATION NO. 23:

STATE BOARD MEMBERS SHOULD BE AT LEAST 18 YEARS OF AGE AND LEGAL RESIDENTS OF ILLINOIS AND OF THE JUDICIAL DISTRICTS FROM WHICH THEY ARE APPOINTED. THE GOVERNOR SHOULD APPOINT A STATE BOARD WHOSE MEMBERSHIP IS BROADLY REPRESENTATIVE OF THE STATE'S POPULATION.

RECOMMENDATION NO. 24:

TO THE EXTENT THAT IT IS CONSISTENT WITH THE REQUIREMENT OF BROAD AND REGIONAL REPRESENTATION, THE GOVERNOR SHOULD APPOINT AS MANY MEMBERS AS POSSIBLE TO THE HIGHER EDUCATION COUNCIL FROM THE PRESENT PUBLIC MEMBERSHIP OF THE BOARD OF HIGHER EDUCATION.

RECOMMENDATION NO. 25:

WITHIN 60 DAYS AFTER THE EFFECTIVE DATE OF THE ACT ESTABLISHING THE STATE BOARD OF EDUCATION, THE GOVERNOR SHOULD NOMINATE THE INITIAL MEMBERS OF THE BOARD.

Among the issues facing this Committee were the following: What should be the qualifications of Board members? Should persons holding positions in certain occupations be excluded? If members are appointed, should the appointive power be restricted so as to require a certain Board composition for certain groups?

The Committee has noted that provisions relating to qualifications are almost always negative in character, listing minimum requirements which preclude membership for certain persons, age groups, or occupations. Proponents of an "exclusionary" approach are apparently concerned with possible conflicts of interest and, therefore, advocate a State Board that has no direct financial or occupational interest in the outcome of Board decision-making. Essentially this view supports a generalist concept of representation, that a member represents the constituency by his perception of what is the broad public interest rather than by having and speaking for a narrow occupational, regional, or social interest.

This Committee favors gubernatorial appointment of members, because it is the best guarantee that the Board's membership will be representative of Illinois' diverse population. In making these appointments, the Governor should have the greatest possible latitude. There is value in having the expertise and the special perspectives that come from members who have fairly specific interest and who may vigorously advocate these. There

should be room on a State Board for such persons. To have a State Board dominated by teachers, or administrators, or professors, or local school board members or students would clearly not be in the best interest of public education. On the other hand, it would be equally inimical to the interest of education to bar permanently from Board membership those thousands of Illinois citizens who are most directly involved in the educational enterprise.

Under this proposal, the Governor would be entrusted with the responsibility of appointing a "balanced" Board which was representative of the diverse elements and interests of the population. He would be required to exercise good judgment to insure that no group or interest became dominant. As noted earlier, the opportunity for insuring such balance under an appointive process is more certain than under an elective process.

The discussion in Chapter 2 regarding the Post Secondary Education Planning Commission required under the Education Amendments of 1972 is relevant to this question of qualifications. If Board membership is narrowly restricted, it is quite conceivable that Illinois would not comply with the criteria established by the Federal Government for Commission membership with the result that Illinois could be compelled to forfeit enormous amounts of federal funds for occupational education and the expansion of community colleges. Therefore, the Committee recommends that the Governor be granted broad discretion in appointing members to the State Board.

In initiating the State Board, however, the Committee recommends that the Governor's discretion be impinged upon in one respect, namely that the Governor give preference to the public members of the Board of Higher Education in nominating appointees to the Council on Higher Education. In the interest of continuity and preserving the accumulated experience and expertise of Board of Higher Education members, there is obviously value in trying to integrate these citizens into the new State Board of Education and the Higher Education Council. Because the Council would have only eight members, it would be impossible to transfer all ten of the public members of the Board of Higher Education to the State Board. And these appointments should only be made to the extent that they are consistent with this Committee's conviction that the Board be broadly representative and consistent with the Constitution's mandate that the Board be regionally representative. Therefore, in fulfilling this recommendation, the Governor would have a great deal of flexibility.

This particular recommendation, it should be noted, would only apply to the public members of the Board of Higher Education--to those members appointed to that Board by the Governor. This recommendation should not apply to those members of the Board of Higher Education who are selected by and represent the five institutional governing systems of higher education.

The Committee takes this position for two reasons. First, the Constitution requires regional representation rather than institutional or interest group representation. Second, to permit the higher education community to participate in a sustained and formalized manner in the development of State Board policy would clearly be unacceptable to the elementary and secondary education community, which, under this proposal, would not be permitted any institutional representation on the Board. This is not to suggest that mechanisms should not be established by the Higher Education Council to facilitate the informal involvement of institutions of higher education in the development and implementation of policy.

SUMMARY

The Committee recommends that seventeen (17) members, appointed by the Governor with the advice and consent of the Senate, serve on the State Board. Four (4) members should be appointed from the 1st Judicial District within the City of Chicago; four (4) members appointed from the 1st Judicial District outside the City of Chicago; eight (8) members appointed from the four Downstate Judicial Districts (two (2) from each district) and one (1) at-large member appointed and designated by the Governor as chairman of the State Board.

Upon appointment to the State Board, the Governor should indicate whether an appointee--***with the exception of the State Board Chairman***--is to serve on the Basic Education Council or the Higher Education Council. Each Council should have eight (8) voting members. The chairman of the State Board should serve in an ***ex officio*** capacity on each Council.

State Board members should serve for five (5) year terms and those terms should be staggered. The length of terms of initial members should be determined by lot as follows: 3 for 1 year, 4 for 2 years, 3 for 3 years, 4 for 4 years, and 3 for 5 years. Service on the State Board should be limited to two terms, either full or partial terms.

The Governor should be given optimum latitude in making State Board appointments. Therefore, the Committee recommends that legal qualifications for Board membership be kept to a minimum. Accordingly, any citizen who is at least 18 years of age and a legal resident of Illinois and of the judicial district from which he may be appointed should be deemed qualified for appointment. However, the Governor should be required to appoint a State Board which is broadly representative of the State's population.

In the interest of achieving a smooth transition toward a more unified and coordinated system of educational governance, the Committee recommends that as many public members as possible of the present Board of Higher Education be transferred to the Higher Education Council of the State Board. Such a shift is advised to the extent that it is consonant with the requirement of broad and regional representation.

RECOMMENDATION NO. 26:

THE STATE BOARD SHOULD ADOPT RULES TO GOVERN THE INTERNAL OPERATIONS OF THE BOARD AND THE TWO COUNCILS. THESE WILL COVER SUCH MATTERS AS VOTING PROCEDURES, A DEFINITION OF QUORUM, AND THE ELECTION OF OFFICERS, OTHER THAN CHAIRMAN.

RECOMMENDATION NO. 27:

THE CHAIRMAN OF THE STATE BOARD SHOULD HAVE A VOTE ON ALL MATTERS PENDING BEFORE THE FULL BOARD. HE WILL SERVE IN A NON-VOTING (EX OFFICIO) CAPACITY ON BOTH THE BASIC EDUCATION COUNCIL AND THE HIGHER EDUCATION COUNCIL. HOWEVER, IN THE EVENT A TIE VOTE OCCURS ON ANY MATTER PENDING BEFORE A COUNCIL, THE CHAIRMAN OF THE STATE BOARD SHOULD BE AUTHORIZED TO CAST A TIE-BREAKING VOTE.

RECOMMENDATION NO. 28:

BOTH THE BASIC EDUCATION COUNCIL AND THE HIGHER EDUCATION COUNCIL SHOULD SELECT PRESIDING OFFICERS IN ACCORDANCE WITH THE RULES ADOPTED BY THE STATE BOARD. PRESIDING OFFICERS SHOULD BE EMPOWERED TO VOTE ON ALL MATTERS PENDING BEFORE THEIR RESPECTIVE COUNCILS.

RECOMMENDATION NO. 29:

THE STATE BOARD SHOULD DETERMINE THE FREQUENCY AND LOCATION OF ITS MEETINGS. HOWEVER, THE STATE BOARD SHOULD MEET AT LEAST QUARTERLY. ALL STATE BOARD BUSINESS SHOULD BE TRANSACTED IN ILLINOIS.

THE FREQUENCY AND LOCATION OF COUNCIL MEETINGS SHOULD BE DETERMINED BY THE MEMBERS OF EACH COUNCIL.

RECOMMENDATION NO. 30:

STATE BOARD MEMBERS SHOULD NOT BE PERMITTED TO EMPLOY PERSONAL STAFF.

The Committee recommends that the State Board be authorized to formulate and adopt rules to govern the internal operations of the Board and the two Councils. With the exception of the State Board chairman, it is further recommended that the Board and Councils select their own officers. Coordinating and governing boards elect their own officers except in Illinois (Board of Higher Education), Pennsylvania, South Carolina, and Texas, where chairmen are selected by the Governor, and in Montana and North Carolina, where the Governors act as chairmen. The Committee considered two alternatives with regard to the selection of officers: (1) Board determination and (2) gubernatorial appointment. The desirability of a viable working relationship between the Governor and

the chairman of the State Board, particularly in regard to the education budget, is perhaps the most persuasive argument in favor of gubernatorial appointment.

It is frequently argued, on the other hand, that the State Board should operate relatively independent of the chief executive and that such independence is encouraged by allowing the State Board to select its own chairman. One suspects that this fear of gubernatorial overreaching is greatly exaggerated. It is a well-known fact that, while the Governor appoints the members and designates the chairman of the Board of Higher Education, the Governor and the Board occasionally disagree on important matters, including budgetary questions. As a practical matter, it should be noted, a Governor who appoints Board members may seek commitments in advance from those members to support a chairman agreeable to him with the result that the Governor's preference for chairman is selected anyway.

The Committee believes that given the primary and the unique prerogatives of the chairman, the Senate should have an added opportunity to scrutinize this particular gubernatorial appointee. If members of the Board, after being confirmed by the Senate, are permitted to select their own chairman, the Senate is deprived of any meaningful participation in that process. A prospective Board chairman should be identified at the outset so as to permit the legislative branch to assess not only his or her views on education but his or her capacity and commitment to provide the requisite leadership.

Voting procedures, the definition of a quorum, and the frequency and location of Board and Council meetings are matters which should be governed by Board-established rules. Such policies, however, should be formulated so as to be in accordance with State laws, e.g., "open meetings act." These matters should be treated in only the most general manner in the enabling legislation.

While the Committee believes that the State Board and the Councils should hold regular meetings at such times as are specified in its rules, the State Board should be required by law to meet at least quarterly. The Board's rules would hopefully include provisions for calling special or additional meetings. For example, the rules might provide that additional meetings may be held on the call of the chairman, or upon a call signed by at least six members, or upon call of the Governor.

To permit the State Board and the Councils flexibility in holding their meetings in various regions of the State, the Board and Councils should be permitted to determine the location of such meetings. However, Board business should only be transacted in Illinois, and it should be required to give proper notification of the time, purpose, and place of any meeting.

The Committee does not recommend that Board members be allowed to employ personal staff. The Chief State Educational Officer, his entire staff, and the State Department of Education should serve the needs of the Board by providing necessary information upon request. To have each Board member employ personal staff would create a diversity of subadministrative agencies which would undermine the confidence, harmony, and workability which should exist among Board members and the Chief State Educational Officer. If a Board does not receive cooperation and necessary information through its chief administrator and his staff, the Board should terminate their services.

RECOMMENDATION NO. 31:

STATE BOARD MEMBERS SHOULD RECEIVE A PER DIEM NOT TO EXCEED $100.00 IN ADDITION TO REIMBURSEMENT FOR ACTUAL AND NECESSARY EXPENSES (TRAVEL, LODGING, AND FOOD) INCURRED WHILE ENGAGED IN THE PERFORMANCE OF THEIR DUTIES.

Almost all State Board proposals call for members to serve without compensation, but recommend that reimbursement be made for necessary travel and other expenses while engaged in the performance of their duties. If the State Board is to be truly representative of the population--representative of all socioeconomic groups in Illinois, then something more than reimbursement for actual expense should be available. While no one should be permitted to profit from Board membership, the Committee recommends that in addition to reimbursement for expenses members should be given a per diem of no more than $100.00 as a replacement for loss of wages and salary. Without such a provision, many people will be automatically excluded from participation on the State Board for economic reasons. Without such a provision, we run the risk of creating a State Board which is dominated by persons of means. Such an eventuality, in the Committee's view, would not be in the best interest of Illinois education.

Appendices

APPENDIX A

COMMITTEE ON GOVERNANCE QUESTIONNAIRE

Background:

Questionnaires were sent to all members of the Illinois Senate and House Education Committees and to representatives of the following organizations. Approximately 70% responded.

1. Associate Dean, Research
   Northern Illinois University
2. Illinois Chamber of Commerce
3. Senate Legislative Staff
4. Illinois Junior College Board
5. Illinois Association of School Administrators
6. Administrative Assistant, Office of the Governor
7. Illinois Vocational Education Association
8. Illinois Education Association
9. Illinois North Central Association
10. Illinois Congress of Parents and Teachers
11. Illinois Federation of Teachers
12. Executive Director, Board of Higher Education
13. Association of Illinois Student Governments
14. Superintendent of Schools-Chicago
15. Bureau of the Budget-Staff
16. Illinois Association of Community and Junior Colleges
17. Smallest Elementary District
18. Largest Unit District
19. Largest High School District
20. Illinois Association of Superintendents, E.S.R.s
21. AFL/CIO
22. Illinois Administrators of Special Education
23. President, Chicago Board of Education
24. Cook County Teachers Union, Local 1600
25. Chicago Teachers Union
26. Illinois Association of School Boards
27. Executive Director, Board of Education and Rehabilitation
28. Illinois State Bar Association
29. Faculty Division, Illinois Association of Community and Junior Colleges
30. Illinois Adult Education Association
31. State Universities Retirement System
32. House of Representatives, Speakers Staff
33. League of Women Voters
34. Illinois Association of Higher Education
35. Smallest Secondary District
36. Civic Federation
37. United Auto Workers, Region 5
38. Board of Governors of State Colleges and Universities
39. American Association of University Women
40. Illinois School Building Commission

41. Illinois Taxpayers Federation
42. Illinois Agricultural Association
43. Legislative Representative, Cook County Educational Service Region
44. Federation of Independent Illinois Colleges and Universities
45. Illinois Principals Association
46. Illinois Advisory Committee on Non-Public Schools

APPENDIX B

SOURCES

I. TESTIMONY

Edwin M. Bridges

University of Chicago, Consultant to the Office of the Superintendent of Public Instruction.

Richard G. Brown

Former Executive Director, Board of Higher Education.

John E. Corbally, Jr.

President, University of Illinois

Samuel K. Gove

Director, Institute of Government and Public Affairs, University of Illinois.

Paul Mathias

Chairman, Education Committee, Illinois Constitutional Convention.

Ben L. Morton

Executive Secretary, Board of Governors of State Colleges and Universities.

Carl H. Pforzheimer

President, National Association of State Boards of Education; Member, Board of Regents of the State of New York.

James C. Worthy

Former Chairman of the two Committees "N" on Government Structure of Higher Education in Illinois.

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C. Position Paper on a State Board of Education for Illinois. Roderick T. Groves.

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E. A State Board of Education for Illinois, The Issue: Scope of Authority (Position Paper No. 2), October, 1972.

F. A State Board of Education for Illinois, The Issue: The Chief State Education Officer--Qualifications, Powers, and Duties, November, 1972.

G. Powers and Duties of a State Board of Education, November, 1972.

H. Selection of Members for a State Board of Education, December, 1972.

I. Background Paper. State Agencies Performing Education--Related Functions, December 4, 1972.

J. Background Paper: Mechanics of Operation and Procedural Issues Related to a State Board of Education, December, 1972.

APPENDIX C

STATE AGENCIES

PERFORMING EDUCATION-RELATED FUNCTIONS

In addition to the Illinois Office of the Superintendent of Public Instruction, the Board of Vocational Education and Rehabilitation, the Illinois Junior College Board, and the Board of Higher Education, the following State agencies perform education or education-related activities:

Elected Officials:

1. Governor's Office

   Office of Human Resources (Model Cities projects, monitor Head Start programs).

2. Secretary of State

   Illinois State Library, Illinois State Museum, Illinois State Historical Society.

Code Departments:

1. Children and Family Services

   a) Operates:

      1. Three residential schools for physically handicapped children.

      2. Six residential facilities for dependent and neglected children.

      3. Two day care centers for preschool children.

   b) One of the two major divisions has the functional title of Educational and Rehabilitation Services.

   c) Provides grants to local government units, voluntary agencies, and non-profit associations for development of day care centers on expansion of day care centers.

2. Conservation Department

   a) Sponsored program of job training and career development in conservation with U.S. Department of Labor.

   b) Works with OSPI in developing guidelines and uniform criteria for conservation and environmental education.

3. Corrections Department

   a) By State law is formally recognized as a school district.

   b) Operates educational programs for juveniles in training schools and forestry camps.

4. Labor Department

   a) Conducts safety education programs.

   b) Manages Work Incentive Program (job training and placement) in cooperation with OSPI. Other training programs for underemployed and unemployed.

   c) Job Corps and Neighborhood Youth Corps.

   d) Manpower Training and Development.

5. Law Enforcement Department

   a) Educational programs in drug abuse information.

6. Local Government Affairs

   a) Grants for coordination of local and regional planning activities (including education).

7. Mental Health Department

   a) Educational facilities for mentally retarded and emotionally disturbed children.

8. Personnel Department

   a) Educational programs for state employees.

   b) Various job training and on-the-job training programs for state government personnel.

9. Public Aid Department

   a) AFDC--work training programs for low income.

   b) Caseworker, counseling assistance in planning for future education and job training.

   c) Cooperates with OSPI in adult basic education (through secondary education and vocational training for welfare recipients). Sponsors 22 adult education centers across the State.

   d) Cooperates with U.S. Department of Labor, Illinois Department of Labor, and OSPI to sponsor work incentive programs.

   e) Day care for children of welfare recipients.

10. Public Health Department

   a) Division of Education and Information provides consultant services to local health departments in educational programs in improving local health education programs. Also provides assistance in drug abuse local education programs.

   b) Various educational programs re: disease control and family health.

   c) Consultation with local school districts and demonstration programs in providing health services. Special emphasis on school nursing and hearing and vision health programs.

11. Registration and Education Department

   a) Licensure and certification of more than 30 occupation groups including nurses, psychologists, social workers, barbers, etc. Conducts Qualifying 8th Grade, 2-year High School, or 4-year High School examinations to assist applicants in meeting requirements for licensed practices.

12. Transportation Department

   a) Some responsibilities for school bus safety.

Boards and Commissions with Education-Related Functions

- Board of Higher Education
- Board of Vocational Education and Rehabilitation
- Capital Development Board
- Commission on Children
- Commission on Human Relations
- Illinois Arts Council
- Illinois Education Commission of the States
- Illinois Law Enforcement Commission
- Illinois State Scholarship Commission
- Junior College Board
- Mental Health Commission
- Mental Health Planning Board
- School Problems Commission
- Spanish Speaking Peoples Commission
- State Teacher Retirement System
- Status of Women Commission
- University Civil Service Merit Board
- Universities Retirement System
- Urban Education Commission